CONSULTANT'S STUDY:

24 COMMUNITY SERVICES POLICY AND PLANNING STUDY

FINAL REPORT

Cityplan '91

City of Toronto
Planning & Development
Department

Robert E. Millward
Commissioner

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Prepared for the City of Toronto
Planning and Development Department by
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EXECUTIVE SUMMARY

1.0 INTRODUCTION

This study has been undertaken to help set in place a Strategic Social Planning Process for the City of Toronto. It is intended that this process would be closely interconnected with land use planning decisions in order to assist the City in addressing the social needs arising from such decisions. The process provides the steps from service identification through implementation that would help ensure that an appropriate mix of community-based services and facilities is available in both newly developing areas and areas subject to redevelopment and intensification and includes a suggested Official Plan Policy Statement on Community Services and Facilities in the City of Toronto.

Community Services considered for the purpose of this study include:

- social services
- child care
- education
- health care
- recreation
- library services
- arts and culture
- religious services
- public safety

2.0 CURRENT PLANNING PRACTICES IN THE CITY OF TORONTO

The report notes that, over the past two decades, the City has become increasingly involved in human services planning as an integral part of its neighbourhood and City-wide planning responsibilities. Its involvement includes areas in which it has some form of direct jurisdiction (e.g., children's services, services to the disabled, services to the elderly, health) as well as areas in which it has no formal jurisdiction but participates in various ways (e.g., social services, education, public safety).

The City has increasingly attempted to use land use planning controls to achieve its objectives in the above areas. It has found, however, that its initiatives in this regard tend to be somewhat ad hoc and the results uneven. What is needed is a clearly formulated and recognized process through which social planning can be formally linked to land use practices to ensure the provision of required community services and facilities throughout the City.

3.0 EXPERIENCE AND APPROACHES ELSEWHERE

To assist the City in formulating this process, experiences and approaches elsewhere in North America were investigated, including: integrated approaches to service delivery (e.g., models); planning policy statements, issues and approaches; mechanisms used to obtain facilities; and implementation practices.

A number of interesting examples of integrated approaches to service delivery and needs assessment were identified in such Canadian municipalities as Etobicoke, the Region of Peel, Edmonton and Winnipeg. Each of these municipalities has developed a clearly-defined social planning process and utilized various planning mechanisms to obtain community facilities. A number of American municipalities have developed and applied similar, and, in some cases, more rigorous models and implementation strategies to achieve their objectives in this regard.

It was also found that the recent Ontario Provincial-Municipal Social Services Review concluded that "community-based planning is necessary to bring more cohesiveness and co-ordination to the social service system". The Review went on to provide strong support for an active municipal role in the social planning process.

4.0 LEGAL MECHANISMS WITH WHICH TO ACHIEVE SOCIAL PLANNING OBJECTIVES

It was found that, under present legislation, community services and facilities can be funded, apart from general tax revenues, by development charges, density and height bonus agreements under s. 36 of the Planning Act and park levies pursuant to s. 41 of the Planning Act, for park and recreation services. Community Improvement Plans can incorporate community services and facilities in redevelopment plans with funding contributed from private sources, municipal grants and long term municipal debentures. Land dedications for community facilities can be secured by subdivision plan conditions. Appropriate official plan policies combined with holding bylaws can also be utilized to secure sites or space where the precise location or need for services is not known.

It was also suggested that additional legislative authority for the City could be pursued, such as :

- the ability to obtain a package of public benefits (e.g., community services) on a direct "linkage basis",tied to the location, land use, density and value of particular projects;

- the inclusionary zoning of services and public benefits within a particular project such as day care in commercial development and social housing within residential development.

It was pointed out that the new Development Charges Act is actually rather limited in achieving the above objectives, as it is designed primarily for planned growth in ex-urban or regional municipalities, whereas growth in a mature municipality such as Toronto is primarily focused on changing demographics, cultural changes and increasing numbers of households rather than large scale residential and industrial secondary plan servicing. Furthermore, the Development Charges Act does not allow services which are based on residential growth to be linked to charges on commercial and industrial growth.

5.0 OFFICIAL PLAN POLICY STATEMENT ON COMMUNITY SERVICES AND FACILITIES

The report suggests that by developing and putting into place in the Official Plan a Policy Statement on Community Services and Facilities, the City would state clearly its position on this issue and set in motion a more coordinated and effective planning process in this regard. A proposed Policy Statement is outlined, including: General Goals and Objectives; Definitions; Areas to be Covered; the Preparation of Community Services and Facilities Plans; the Designation of Community Services and Facilities Need Areas; the Process for Identifying Community Services and Facilities Needs; Monitoring Procedures and Implementation Mechanisms.

The Goal that is suggested in this regard is:

"It is the goal of Council to ensure that adequate community services and facilities are available to the population in accordance with the principles of social equity, set out in existing City Policy."

It is suggested that Neighbourhood Advisory Councils be established to guide the process of developing Community Services and Facilities Plans in their area. Also suggested is the establishment of an overall Community Services Council comprised of staff from the City and relevant service agencies to meet on an on-going basis in order to plan the provision of community services and facilities in a coordinated manner.

6.0 MODEL FOR PROJECTING COMMUNITY SERVICE NEEDS IN NEW AND CHANGING NEIGHBOURHOODS

The report outlines a model for projecting community service needs in new and changing neighbourhoods. The model considers the type of community being developed and the social and demographic characteristics of existing and incoming residents. In addition, it establishes links between these demographic characteristics and resident needs for particular types of services and facilities. Existing community service standards are applied to anticipate levels of service provision, provided there are clear mechanisms for community involvement and enough flexibility built into the system to allow for adaptation as actual community needs become known or change.

7.0 COMMUNITY SERVICE STANDARDS AND JURISDICTIONS

In order to construct an initial set of guidelines for determining the need for new community facilities in new and changing neighbourhoods, the report identifies existing standards and jurisdictions for various community services and facilities. These can be consulted in formulating Community Services and Facilities Plans.

8.0 FUNDING SOURCES FOR COMMUNITY SERVICES AND FACILITIES

The report identifies the range of funding sources (beyond those covered by Development Charges and related planning mechanisms) for the provision of community services and facilities . These include various funding programs at all levels of government, programs operated by the volunteer sector, and individual and corporate charitable donations.

The conclusion is reached that, even though there are a number of senior level government programs which provide funding, these funds are usually limited, competition among community organizations is fierce and budgetary time frames are strictly adhered to. Further, the downward trend in private funding and donations in Canada presents further concerns. Thus, there is a strong need to identify other means of extracting funds through the development process to ensure that the required community services and facilities are provided in the future.

9.0 A STRATEGIC SOCIAL PLANNING PROCESS FOR TORONTO

The report concludes by setting out a suggested Strategic Social Planning Process for the City of Toronto. This process represents an approach through which social issues related to urban development can be dealt with on a routine, continuing and consistent basis. The attached diagram schematically illustrates the recommended process.

10. RECOMMENDATIONS

Policy Statements on Community Services and Facilities.

1. Social planning should be an essential fully integrated component of the land use planning process.

2. The City should set in place within the Part I Official Plan a separate Section containing Council's Policy Statement on Community Services and Facilities, as outlined in Chapter 5 of this report.

3. The City should ensure that all Part II Plans contain detailed statements on the provision of community services and facilities needed by local residents. This will require the updating of several existing Part II Plans.

4. The social planning review process should parallel the land use planning process, in that, social impacts and opportunities should be examined from the very beginning of the City's planning review of any new project or development and carry on through all stages of planning and approval until the final decisions are made.

5. The City should endorse the principle or encourage more equitable access to community services among ethnic and racial minorities, and among disabled and disadvantaged groups.

6. The City should adopt planning mechanisms to enable it to secure space for community facilities prior to development or redevelopment. For example, these may include special zoning use of section 36 increased height and density provisions, and, where appropriate, community improvement plans.

Needs Assessment and Strategic Social Planning Process

7. Needs Assessments should be prepared for all neighbourhoods subject to significant growth and development or social change. These assessments should be done by City staff and include an inventory of all services listed in Appendix A. (See the Flow Chart in Chapter 6.)

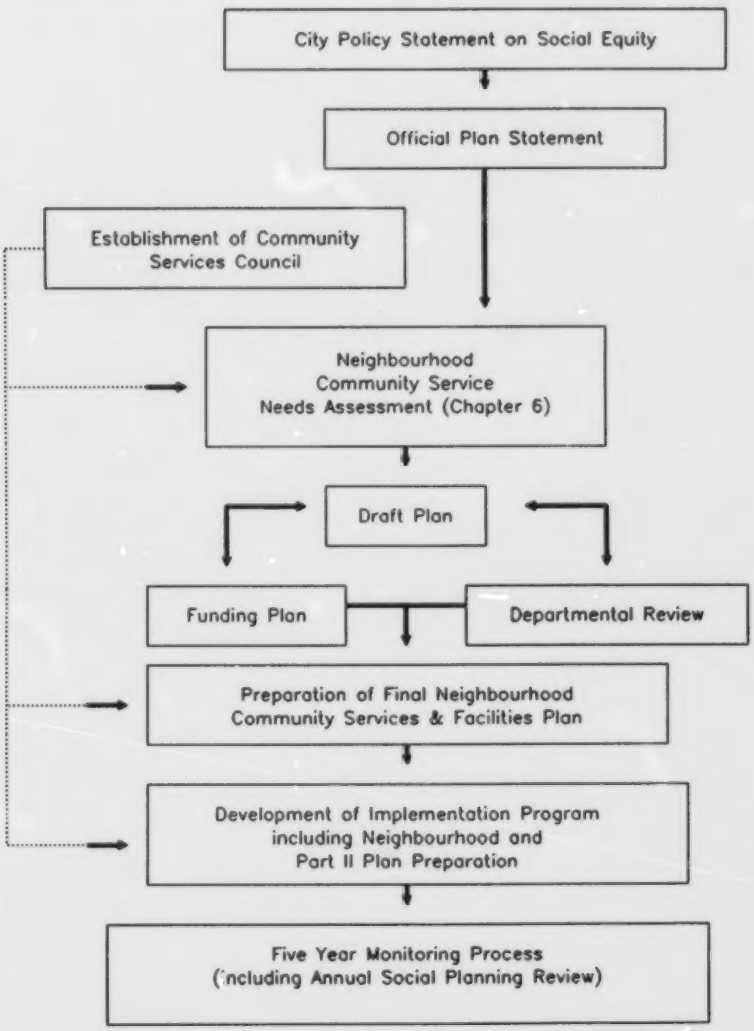
8. Community Services and Facilities Plans should be prepared for all neighbourhoods having or anticipating a deficit of needed community services or facilities. These plans should be prepared by City staff and should address all services listed in Appendix A. (See the Flow Chart in Chapter 9.)

9. Municipal departments and service agencies should be involved in the social planning process through the establishment of a Social Planning Team drawn from a wide range of disciplines.

10. Community input should be an essential part of all neighbourhood social planning programs. This report recommends establishment of Community Services Councils to participate in and oversee all needs assessments and preparation of Community Services and Facilities Plans. The Councils should include local service agencies, residents and users of services, and should have enough flexibility built into the system to allow for adaptation as community goals become clarified and needs change.

11. Community Services and Facilities Plans should be based on concepts of integrated service delivery. Providing coordinated and complementary community services in the form of one-stop access, the grouping of compatible programs and services, and the sharing of sites and facilities should be encouraged wherever feasible. The basic standards outlined in Chapter 7 of this report should be utilized as guidelines, not absolute standards, for determining service and facilities needs.

A STRATEGIC SOCIAL PLANNING PROCESS


City Policy Statement on Social Equity
Official Plan Statement
Establishment of Community Services Council
Neighbourhood Community Service Needs Assessment (Chapter 6)
Draft Plan
Funding Plan
Departmental Review
Preparation of Final Neighbourhood Community Services & Facilities Plan
Development of Implementation Program including Neighbourhood and Part II Plan Preparation
Five Year Monitoring Process (including Annual Social Planning Review)

--- Input Provided by Community Services Council

12. Needs Assessments and Community Services and Facilities Plans must be prepared at the very beginning of the planning process, rather than introduced in the later stages of neighbourhood planning.

Financing of Community Service Facilities

13. The City of Toronto should pursue several different strategies to enable provision of community facilities to be linked to new development:

    a. use of the Development Charges Act, if determined to be appropriate following the City's own review of the matter;

    b. explore the use of the community improvement sections of the Planning Act (section 28, 29 and 30) to meet community facilities needs in designated areas;

    c. make creative use of the special zoning provisions including section 36, Increased Height and Density provisions, and section 35, Holding Provisions;

    d. continue to use the floor space exclusion provisions that currently relate to community services and facilities;

    e. pursue acquiring additional inclusionary zoning powers from the Province which would enable the City to enter into cost-sharing agreements with developers in identified community services and facilities need areas.

14. The City will not be able to fund all new facilities through development-linked charges and will have to continue to provide capital funding through the existing budget review process.

15. Development charges and other planning mechanisms should be utilized solely for the provision of capital funds or facilities, not for ongoing operating costs or endowments.

Administrative Issues

16. Adequate planning and administrative resources should be provided to the Planning and Development Department to conduct necessary strategic social planning analyses, reviews, monitoring and approvals.

17. Neighbourhood social planning and social impact assessment should continue to be the responsibility of the Community Services Policy section of the Planning and Development Department.

18. Social issues related to development are of sufficient importance that Council should give consideration to establishing a senior level committee, possibly with a direct relationship to the Committee of Heads, to oversee implementation of this report.

19. Staff assigned to preparing and coordinating Community Services and Facilities Plans for endorsement by Council should be at a senior level in order to ensure that the plans have sufficient status to ensure cooperation from other departments.

20. The City, with the cooperation of Metro, should explore the possibility of obtaining senior government cost sharing of social services planning costs.

1.0 THE CONTEXT

1.1 Introduction

The City of Toronto is facing significant physical change as the twenty-first century approaches. Two major neighbourhood redevelopments are now being planned in the Downtown area (Ataratiri and the Railway Lands) and a third (Harbourfront) is well underway. Numerous large commercial projects have been recently developed or are in the planning stages. Initiatives such as "Main Streeting" and other forms of intensification are bringing redevelopment to various communities, changing the form and character of the urban fabric of the City. A sophisticated range of land use planning controls have been put in place by the City to regulate these changes to the physical environment.

This activity, however, will not only bring change to the built form of the City; it will also give rise to a host of social impacts and needs in neighbourhoods across the municipality. At the same time, deficiencies in current community services and facilities and anticipated changes in economic conditions will add to the pressures facing service providers. Unfortunately, contrary to the extensive physical land use process in place at the City, there has been little attention paid to establishing a corresponding social planning and implementation process. Without such a process, there is a considerable likelihood that many of the City's growing social needs will go unmet.

Recent history provides clear evidence to this effect. Experience from two earlier experiments in neighbourhood redevelopment, the Frankel-Lambert neighbourhood and the St. Lawrence neighbourhood, indicates that the appropriate and timely provision of community services and facilities is critical to the well-being and satisfaction of neighbourhood residents. Although a social services plan was developed for the St. Lawrence neighbourhood in 1975, in the absence of an implementation strategy and appropriate legal and funding mechanisms, critical elements of the plan have still not been satisfied.

This study has been undertaken to help set in place a Strategic Social Planning Process for the City of Toronto. It is intended that this process would be closely interconnected with land use planning decisions in order to assist the City in addressing the social needs arising from such decisions. The process provides the steps from service identification through implementation that would help ensure that an appropriate mix of community-based services and facilities is available in both newly developing areas and areas subject to redevelopment and intensification and includes a suggested Official Plan Policy Statement on Community Services and Facilities in the City of Toronto. The process has actually been designed as a model which could have application in other municipalities undergoing similar changes elsewhere in Ontario.

1.2 Definition

A community service is work done to meet the shared needs of people living in a neighbourhood or community. Such services are normally provided by public and non-profit agencies. Most community services are provided free of charge in order to ensure universal access, though some, like day care centres and legal aid clinics, may charge user fees with subsidies available for those unable to pay the full amount.

Not all community needs can be satisfied by the provision of a formal service. The provision of facilities for formal and informal community activities is also important in providing communities with the opportunity to determine and meet many of their own needs. The provision of funds to community groups can also help them to develop ways and means to meet their own shared needs.

The City of Toronto's current definition of community services and facilities is:

> "... those facilities and services provided on a non-profit basis, intended primarily to serve a local or district resident or working population such as, but not limited to, elementary and secondary schools, churches and other religious facilities, day-care centres, recreational, cultural and social welfare facilities, libraries, fire halls, police stations, and YMCA, YWCA or similar establishments and any office appurtenant and accessory to such uses; but does not include the following:
>
> (i) the administrative offices of an organization providing such services where the services are primarily delivered at a location or locations beyond the area in which such offices are located; nor
>
> (ii) housing accommodation owned and operated by or in conjunction with a community service and facility; nor
>
> (iii) a general institution."[1]

This definition is being reviewed at the present time.

Most community services require some facility in which to perform or process the work done for the community. However, the location and size of that facility, and its physical relation to the area served, will vary from one type of service to the next.

For purposes of this study, the discussion of community services will be limited to those activities which require the planning and provision of facilities readily accessible to members of the local community or neighbourhood. This will include facilities for the provision of

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[1] City of Toronto, **Official Plan Definitions and Objectives**, August, 1987.

formal community services, as well as facilities accommodating informal groups capable of responding to change and diversity within the community, by encouraging the active participation and social development of the community itself. Appendix A provides a detailed list of community services to be considered for the purposes of this study.

1.3 The Neighbourhood Life-Cycle and Social Trends

Social trends experienced by the City of Toronto have significant implications for municipal planners. Trends such as aging, decrease in family size, increase in number of part-time jobs, increase of female participation in the work force, etc. will need to be taken into consideration when establishing a strategic planning process for the provision of community services and facilities. The planning process should include ongoing monitoring of community needs as the neighbourhood does not remain static.

The City of Edmonton 1979 Parks and Recreation Master Plan contained a conceptual Neighbourhood Life Cycle. The model attempts to define the evolution of neighbourhoods by "defining an aging cycle that, in the absence of external influences, will be universal to all neighbourhoods". **Exhibit 1** (below) illustrates the conceptual model. It is evident that neighbourhoods do not remain static and consequently a strategic planning process for the provision of community services and facilities would need to account for the likelihood of changes in neighbourhood requirements.

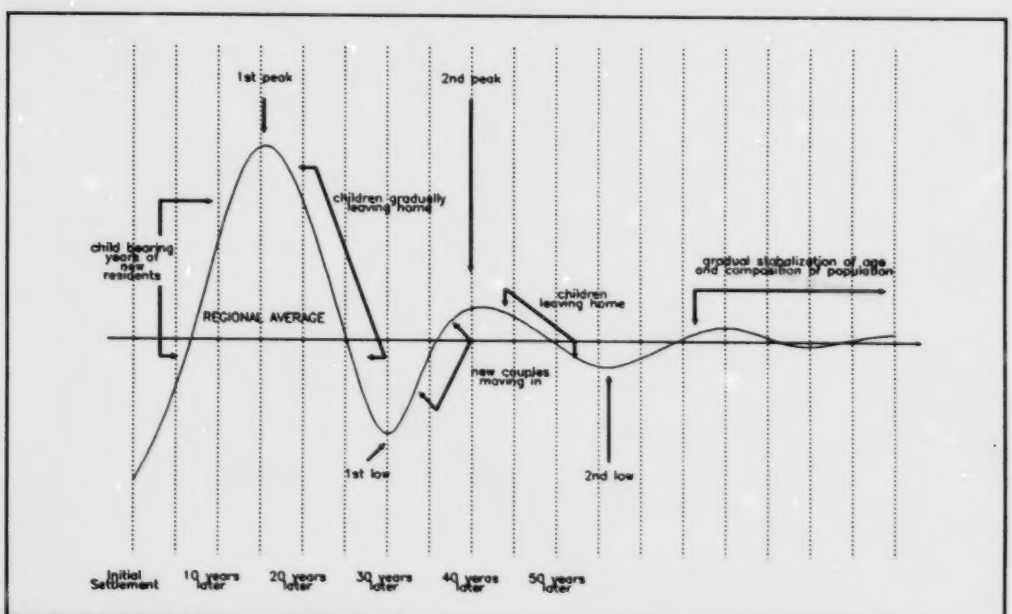

Exhibit 1 Neighbourhood Life Cycle

1.4 History of Social and Urban Planning Relationship

For years academics and planners have been attempting to clarify the concept of social planning as applied in urban planning: Plan Canada dedicated an entire issue to this topic; the Canadian Institute of Planners (Central Ontario Chapter) and a number of Social Planning Councils across the province organized a seminar entitled, 'Social Objectives and Urban Planning'; and a wealth of literature is available on the subject.

Historically, social planning, including providing for community services and facilities, has not been undertaken according to an established process. It has tended to be issue oriented. The one exception to this issue oriented approach is existing neighbourhood planning processes undertaken by some municipalities across the country. These processes establish a method of identifying and addressing social issues on an ongoing basis. Brenda Linington's paper Planning at the Interface of the Social and Built Environment" illustrates the fact that the commitment towards neighbourhood planning processes has faded in the Province of Ontario.[2]

Further, in the late 1970s, the Provincial Government of Ontario released the "Report of the Planning Act Review Committee" (Comay) which dealt with, among other things, the integration of social objectives in Official Plans. Subsequent to the release of the Report, "the Cabinet of the Ontario Government decided that detailed social services policies should not be part of municipal official plans. Rather, it was stated, such policies may, if a municipality so wishes, be developed as a separate statement of municipal intent."[3]

In May 1987, the Honourable John Sweeney, Ministry of Community and Social Services, announced the formation of a joint provincial-municipal committee to undertake a review of Ontario's social services system. In 1988 a discussion paper, prepared by the Association of Municipalities of Ontario, Ontario Municipal Social Services Association and the Ontario Ministry of Community and Social Services was circulated to provincial staff, municipalities and other participants in the social services system.

The draft discussion paper was intended to provide a basis for further consultation of

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[2] Linington, Brenda, **Planning at the Interface of the Social and Built Environment," Major Paper for Masters of Environmental Studies**, York University, December 2, 1988.

[3] Smith, Peter. **Municipal Social Policy Development: Some Initial Approaches** (Delivered at a seminar organized by the Central Ontario Chapter of the Canadian Institute of Planners and the Social Planning Councils of Ajax-Pickering, Burlington, Etobicoke, Hamilton, Niagara Falls, Oakville, Peel and Metropolitan Toronto) June 1978: p. 116.

participants in the social services system. A number of consultation meetings took place across the province during 1989 and the Report of the Provincial-Municipal Social Services Review was finalized in February 1990. The Review recommends new roles and responsibilities with respect to social service planning (particularly at the community level), management and delivery, and funding. A summary of the Review and implications to this study are discussed throughout this report.

In light of the fact that the planning of social services in Canada has not been carried out according to an established process, this study will suggest innovative solutions to the planning of community services and facilities.

1.5 Bill 20 - Development Charges Act

Bill 20 "An Act to Provide for the Payment of Development Charges" was enacted by the Provincial Government in late 1989. The Act permits a municipality to "pass by-laws for the imposition of development charges against land if the development of the land would increase the need for services". Further, Bill 20 allows municipalities to legally charge for soft services such as recreation centres and social services.

The usefulness of Bill 20 as a method for ensuring the provision of community services and facilities in new developments in the City of Toronto, must be carefully examined. It may well be the case that Bill 20 offers limited opportunity to the City in this regard. The implications of the Act will be examined in detail in Section 4 of this report.

An internal committee has been established to review the implications of the Bill 20 on the various City of Toronto departments.

1.6 The Challenge Facing The City

As was mentioned previously, municipalities across the country have utilized the neighbourhood planning process to attempt to ensure the provision of appropriate community services and facilities throughout the municipality.

In the spring of 1989, the Cityplan '91 Task Force was appointed by City Council to develop principles to provide the framework for the new Official Plan for the Central Area. With respect to community services and facilities, the Task Force developed the following goals and principles for the new Official Plan.

"Every person living in Toronto has a right to equal access to high quality community services and facilities which help people improve their independence, economic self-sufficiency and personal development, as well as all other buildings, facilities, and services to which the public generally have access. Some of the implications of this principle are as follows:

1. *The City should ensure that community services and facilities are established in an equitable distribution across the City. These services should be accessible to all, including peoples with disabilities, and provided in languages which reflect the cultural diversity of the City.*

2. *The City should ensure that users of the services and facilities are involved in planning, delivery, management and the evaluation of services (eg. community centres and recreation facilities, libraries, schools, child-care centres, home supports for seniors, etc.)."* [4]

The challenge facing Council, then, is to set in place a clear, comprehensive and participatory process to ensure adherence to these goals and principles and ensure the provision of required community services and facilities across the City.

This Report suggests a Strategic Planning Process to help accomplish this task. Following this introductory section, the Report briefly reviews **Current Planning Practices in the City of Toronto in the City of Toronto in the Provision of Community Services and Facilities** as well as **Experience and Approaches Elsewhere**. As noted earlier, Section 4 of the Report discusses **Legal Mechanisms** which can be considered by the City to achieve its objectives in this regard. Section 5 suggests an **Official Plan Policy Statement** which should be set in place to clearly articulate Council's approach to the provision of community services and facilities. The Report goes on to outline a **Model for Projecting Community Service needs in New and Changing Neighbourhoods** and provides advice on **Community Services Standards and Jurisdictions**, as well as **Funding Sources for Community Services and Facilities**. Section 9 perhaps the key section in the Report, sets out the **Strategic Planning Process** which should be established to achieve the City's goals and objectives with respect to the provision of community services and facilities. Finally, Section 10 summarizes the **Recommendations** arising from the Report.

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[4] Cityplan '91 Task Force, **Goals and Objectives for a New Official Plan**, City of Toronto, 1989, p. 21.

2.0 CURRENT PLANNING PRACTICES IN THE CITY OF TORONTO IN THE PROVISION OF COMMUNITY SERVICES AND FACILITIES

2.1 Introduction

In this section, we review the City of Toronto's current involvement in the provision of community services and facilities, existing planning controls for new developments, and a case study of planning for community services and facilities in an existing neighbourhood undergoing residential intensification.

2.2 City's Involvement in the Provision of Community Services and Facilities

The City of Toronto's Planning and Development Department report, "Social Change in Toronto: A Context for Human Services Planning", examined the need to focus and coordinate the City's efforts to protect the quality of human services that have already been developed and to add some issues which have arisen due to recent social trends.[5] The report detailed the City's current (1983) involvement in the provision of community services and provided some suggestions as to additional areas in which it should become involved.

According to the report, during the last two decades the City has become increasingly involved in human services planning as an integral part of its neighbourhood and City-wide planning responsibilities. The City's involvement in human services planning has included:

- the development of City policy position on issues affecting local residents but where the jurisdiction or responsibility for problem resolution lay with other organizations or levels of government;
- the inclusion of human services considerations and goals in Part II plans as recommended in the Planning Act;
- the on-going support of specific human services programs through the Grant Review Board;
- the planning and provision of programs within its jurisdiction, (e.g. recreation, health);

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[5] City of Toronto Planning and Development Department, **Social Change in Toronto: A Context For Human Services Planning**, March 1983.

- the use of City staff and financial resources in the development of neighbourhood services under such programs as N.I.P.;

- the establishment of Task Forces or Committees to focus on specific populations (e.g. Community and Race Relations, Disabled and Elderly, Workplace Daycare, Children Services).[6]

The following is a summary of the areas over which the City can have direct jurisdiction[7]:

1. **Children's Services**: There are a number of services for children over which the City can have direct jurisdiction and in which important, tangible improvements can be realized. Departments involved in children's services include: Planning and Development, Public Health, and Parks and Recreation.

2. **Physically and Mentally Disabled People**: Although the City does not have jurisdiction to enable it to develop many of the needed services of this group, it can establish a framework for these services through its jurisdiction over land use policies and health services. Departments involved in establishing this framework include: Planning and Development, Public Health, Housing, and Building and Inspections.

3. **Elderly**: Through various City committees (Mayor's Task Force on Disabled and Elderly, etc.) issues relating to frail elderly, neighbourhood services and housing with support services are considered. Departments which have committed resources towards developing a comprehensive approach to goal-setting and the design of a coordinated action plan for the elderly include: Planning and Development, Public Health, Parks and Recreation and Mayor's Committee on Aging.

4. **Health**: The City has direct jurisdiction over Public Health. Health initiatives involve not only the Public Health Department but also community groups, other municipal departments, the Board of Education, the District Health Council and the provincial government.

5. **Social Services**: The City of Toronto has no direct jurisdiction over provision of social services. Metro Toronto Community Services, the Province of Ontario and the United Way are the principal funders of social

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[6] Ibid. pp. 2-3.

[7] Ibid. Compiled from information presented in pages 4 to 21.

services. Thus, they play a major role in setting program policy and service priorities.

6. **Education**: The Boards of Education (separate and public) are autonomous bodies and answerable to the electorate in the same manner as city councillors. The body which has the most control over the school system is the provincial government. The City has ensured, however, that its goal for adequate and responsive education is adhered to whenever possible. This is accomplished through Official Plan statements as well as through initiatives around community use of schools.

To date, the City has approached human services planning by using a variety of structural models. Two examples sited in the report are the goal-setting model and the action-oriented model. The goal-setting model was used with "Public Health in the Eighties", the Community Task Force on Recreation and Social Services, and the Mayor's Task Force on Disabled and Elderly. The approaches to this model have varied from an internal process, involving primarily staff, to a community process with staff merely facilitating. It has also used the action-oriented model, for example, with the Working Committee on the Disabled and the Elderly, The Task Force on Work-Related Daycare and Ward 9 Supportive Housing Committee.[8]

The report further states that "... with health and social services, there is a need to set goals on a neighbourhood basis".[9] Recognizing that this is "a massive undertaking" and resources to do this are not currently available, it was suggested that the City does have "... the capacity to carry this out in areas where major re-development is occurring or as an integral part of planning new areas".[10]

In 1982, City Council amended and adopted the "Community Task Force on Neighbourhood Social and Recreational Services: Final Report." The report made a number of recommendations to facilitate better planning of community recreational facilities in the City. Of particular relevance to this study is the Task Forces's "Procedures for Future Development of City Funded Recreation and Community Centres". The procedures can be found in Appendix C of this report.

However it should be noted that the report essentially introduced the concept of a needs assessment relating to a community facility being undertaken in the City as part of the planning process. However, the procedures relate more to existing communities rather than to new communities. Therefore, while they are a useful first step, additional work is required

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[8] Ibid. p. 2.

[9] Ibid. p. 11.

[10] Ibid. p. 11.

to develop a more comprehensive approach that can also be applied to new development. This requirement has led to the undertaking of this study.

The Task Force Report went on to state that in order to provide long-term planning for community services and facilities, Needs and Resource Studies at the Neighbourhood Level should be undertaken. This would include a comprehensive data base on existing recreation and community service facilities, relevant statistical community profiles by neighbourhood (including ethnic minorities), attendance and participation rates for existing programs and facilities, information on identified community preferences for particular resources, and an ongoing consultation process for neighbourhood residents and service agencies.

Despite the fact that the City has attempted to plan for community services and facilities in the past, through the use of structural models and by setting goals in newly developing communities, its "... approach has frequently been more reactive than anticipatory, with many policies and objectives being developed in isolation from overall social objectives", thus the need for a strategic planning process for the provision of community services and facilities.[11]

Moreover, the City is caught in the situation of having limited scope with respect to its ability to implement programs relating to many aspects of community facilities because of limitations in its jurisdiction over many of the community services and facilities. The result is that while the City can attempt to determine its Community Services and Facilities (CS&F) need, it must often rely on the senior levels of government or jurisdiction, to coordinate and/or fund the provision of additional facilities.

2.3 Existing Planning Controls For New Developments

New neighbourhood developments in the City of Toronto have been the subject of a variety of legal mechanisms to ensure the City's objectives are met. The effectiveness of these mechanisms may be considered when securing the provision of community services and facilities in new neighbourhoods and for existing neighbourhoods undergoing rapid intensification.

The following is a list of planning controls which may be utilized to ensure appropriate community services and facilities are available in new developments. Details regarding the manner in which these planning controls may be implemented can be found in Appendix B.

1. The Official Plan (Sections 16-27, Planning Act)

2. The Zoning By-law (Section 34, Planning Act)

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[11] Ibid. p. 2.

3. Site Plan Control (Section 40, Planning Act)

4. Subdivision Control (Sections 49 & 50, Planning Act)

5. Zoning for Increased Height and Density and Master Agreements (Section 36, Planning Act)

6. A Special Case: "Master Agreement" Between the Harbourfront Corporation and the City of Toronto

7. Holding By-laws (Section 35, Planning Act)

8. Purchase and Sale Agreements

9. Powers of Consent (Section 52 Planning Act)

10. Development Charges (Bill 20)

11. Community Improvement Area (Section 28, Planning Act)

2.4 Current Approaches to Planning for Community Services and Facilities

Current approaches to planning for community services and facilities are illustrated using specific examples. In the case of new neighbourhoods, the reports "St. Lawrence: Social Services Report" and "Community Centre Planning" was reviewed. For examples of approaches used in existing neighbourhoods experiencing rapid intensification, the report "East Downtown Toronto: Review of Existing Community Services and Facilities" was used. These reports tend to focus on the "needs assessment" component of planning for community services. Planning controls and other legal mechanisms used to plan for community services and facilities were discussed in section 2.3.

2.4.1 New Neighbourhoods (Example: Community Centre Planning for Harbourfront and Railway Lands)[12]

The Planning and Development Department of the City of Toronto is responsible for overall community services and facilities planning for new developments. The Housing Department and the Parks and Recreation Department are responsible for coordinating the development

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[12] Information for this section from: City of Toronto Neighbourhoods Committee, **Community Centre Planning Process For Harbourfront and the Railway Lands**, November 1989.

of housing and community recreation centres, respectively. All three departments must work closely and cooperatively to adequately plan new neighbourhoods.

The City of Toronto Housing Department was established in 1974 in response to a report by the Housing Work Group. The first task of the Housing Department was to coordinate development of the St. Lawrence Neighbourhood, which was planned to provide socially mixed, non-profit housing for City residents. The "St Lawrence Social Services Study," which appeared in 1975, recommended an innovative participatory approach.
Its recommendations covered child care and seniors' services, health and welfare services, education, recreation and community information services, and employment opportunities.

The Housing Department did not attempt to implement more than a handful of the study's recommendations, stating that the study had become "bogged down" in issues over which the City had no jurisdiction. Instead, the Housing Department made ad hoc compromises with various social service agencies to provide services in St. Lawrence. Once the area became built up, the opportunity to implement the comprehensive social service system originally envisioned for the neighbourhood became impossible.

In early 1989, the Neighbourhoods Committee of the City of Toronto established the Harbourfront/Railway Lands Community Centre Working Committee "to determine the need for community recreation centre facilities for the area".

The structure implemented for the Harbourfront/Railway Lands Community Centre Working Committee may be an appropriate model for the provision of other community services and facilities in new and existing developments. In that structure, members of the Working Committee included representatives from three resident associations, local community service agencies, an ecumenical representative, special interest groups and residents at large.

Appendix "B" of the Report details the Committee's "Assessment and Service Review Strategy" or work plan. The process undertaken is described in Appendix D of this report. Details regarding the manner in which target groups were approached and information secured can be found in Appendix E. Again, this information may be useful in developing the model for projecting community service needs.

"Procedure for Future Development of City Funded Recreation and Community Centres" for new facilities and programme initiatives was established by the Community Task Force on Neighbourhoods, Social and Recreational Services in July 1982. The principles of this policy, as noted in the Neighbourhood Committee Report, are:

(1) that all proposals for city-supported recreation or community centres must be based on a thorough study of local needs and resources;

(2) that greater consideration would be given to studies involving the active participation of local residents, recreation and community services in the area,

special interest groups, and representation from the Departments of Parks and Recreation and Planning and Development; and

(3) that City Council have several opportunities during the development of centre proposals for review and comment.

One of the conclusions of the Working Committee's Report was that "based on the Harbourfront experience, it is difficult to secure space [for community services and facilities] once an area has been built. There is a need to monitor the various communities and to ensure that the appropriate planning mechanisms are utilized in the development of the future communities to respond to the future needs of residents."[13]

2.4.2 Existing Neighbourhood Example: East Downtown Toronto[14]

The East Downtown area has experienced a significant increase in residential intensification and provides a good example of needs assessment in existing neighbourhoods undergoing rapid intensification. The report had three objectives, one of which was "to discuss opportunities to fill [identified] gaps, and to recommend policies that will encourage the provision of community services and facilities in the area".[15]

The report states that linkages between providers are important, especially since some providers of counselling (i.e churches) are underutilized and others (government funded counselling services) are overutilized.

The report uses two main sources of data: Statistics Canada census data and a survey conducted with community service providers in the area. Agencies were initially identified through land use records and more were added as interviews identified other agencies in the area. Information gathered from the service providers can be found in Appendix F.

One conclusion of this report which should be considered when developing the strategic process is that community service providers that rent space in the area will be especially vulnerable to pressures resulting from redevelopment. These pressures include: demands for

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[13] Information for this section from: Brownstone et al. **St. Lawrence: Social Services Study**. November 1975; Hulchanski, D. **St. Lawrence & False Creek: A Review of the Neighbourhoods**. October 1984; and City of Toronto Neighbourhoods Committee, **Community Centre Planning Process For Harbourfront and the Railway Lands**, November 1989.

[14] Material for this section from: City of Toronto Planning and Development Department, **East Downtown Toronto: Review of Existing Community Services and Facilities**, January 24, 1990.

[15] Ibid. p. i.

space, increased costs, opposition from a larger residential population to agencies which appear to attract street youth, those of low-income and homeless persons into their neighbourhood.[16]

2.5 Summary and Conclusions

As was mentioned in section 2.2, the City does not have jurisdiction over social services. This has resulted in an ad hoc approach to the provision of social services where "... each service agency has its own intricate funding web consisting of public funds under one or more pieces of legislation and private funds gained through the United Way or agency fund-raising efforts."[17]

Further, it was also noted in the report, "Social Change in Toronto" that "... along with a complex social service fabric is a complex social planning fabric, occurring at all levels of government and in the private sector."[18]

These points will be considered when developing a strategic planning process for the provision of community services and facilities. In the next section, we review experiences and approaches to the provision of community services and facilities in other Canadian cities and the United States.

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[16] Ibid. pp. 57-58.

[17] **Social Change in Toronto** op. cit. p. 17.

[18] Ibid. p. 17.

3.0 EXPERIENCE AND APPROACHES ELSEWHERE

3.1 Introduction

In reviewing the experiences and approaches of other municipalities in Canada and the United States, the following topics were investigated: integrated approaches to service delivery (eg. models); needs assessment; planning policy statements, issues and approaches; mechanisms used to obtain facilities; and implementation of policies. Telephone interviews were conducted and available literature from municipalities in North America was reviewed.[19]

3.2 Integrated Approaches to Service Delivery and Needs Assessment

3.2.1 Introduction

In addition to the practices of municipalities across Canada, the literature review has identified academic models which may provide some ideas for the development of the strategic planning process.

A multi-service centre model suggested by John Gandy and Roger Delaney of the Urban Institute and the International City Management Association of Washington D.C. (Procedures for Monitoring the Effectiveness of Municipal Services) is briefly described below.

3.2.2 An Academic Model

In their article "Planning for the Delivery of Social Services at the Local Level", John Gandy and Roger Delaney describe the multi-service centre concept. They compare it to a shopping mall "where the potential shopper comes to a conveniently located centre which offers a sufficient variety of resources to meet most of his needs".[20]

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[19] The following jurisdictions were investigated in Canada: City of Edmonton, City of Etobicoke, Region of Peel, City of Vancouver, City of Winnipeg; in United States: Boston, Chicago, Concord, (California) Contro Costa County (California), Danville (California), Hartford (Connecticut), Milwaukee, New York, San Francisco.

[20] Gandy, John and Delaney, Roger. **Planning for the Delivery of Social Services at the Local Level**, Plan Canada June 1977: p. 108.

Gandy and Delaney's model for an "Integrated Service Delivery System at the Regional Level" (Appendix G) may be incorporated in the development of an integrated approach to service delivery for the City of Toronto.

One of the basic assumptions underlying this model is that linkages, planning interaction and communication can be established between the sub-systems that provide human services.[21] A description of the model and how it works can be found in Appendix G.

3.2.3 The Canadian Approach

Andrew Sanction of the University of Western Ontario has noted that "unlike municipal governments in Britain and most parts of the United States, Canadian municipalities are not much involved in the direct delivery of social services....Since the 1930s senior levels of government have taken over the income maintenance function while voluntary organizations have continued to provide personal social services, but with increasing levels of provincial financial support".[22]

It appears that Canadian municipalities which do get involved in the provision of community services do so on a limited basis. Municipalities tend to "fill in the gaps" by providing services which the federal and provincial government do not support.

Interesting examples of integrated approaches to service delivery and needs assessment were noted for a number of municipalities in Canada: City of Etobicoke, City of Winnipeg, City of Edmonton and City of Vancouver. These are briefly described in the following.

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[21] John Gandy, "Human Service Development," Speech delivered to a seminar organized by the Central Ontario Chapter of the Canadian Institute of Planners and the Social Planning Councils of Ajax-Pickering, Burlington, Etobicoke, Hamilton, Niagara Falls, Oakville, Peel and Metropolitan Toronto, Toronto, June 1978.

[22] Sancton, Andrew, **Municipal Government and Social Services: A Case Study of London, Ontario**, University of Western Ontario, London, 1986, p. 1.

Etobicoke, Ontario[23]

The main thrust of the "Community Issues" Background Study to the Etobicoke Official Plan is identifying the links between social trends and their implications for municipal plans and policies.

The study concluded that current trends have led to an...

> ... increasing concern for the quality of the social and physical environment, especially in local neighbourhoods. As a result, there will be greater demand for more involvement in decision making and community control.
>
> These implications clearly indicate the need to move away from a land-based standards and enforcement policy to one of monitoring social changes. This will involve the modification of many sections of the official plan and the revision of numerous by-laws. The result will be a more sensitive planning approach with flexible standards and enforcement mechanisms that will be both supportive of and responsive to the changing needs of the residents.[24]

A number of social trends were identified in the Background Report. These trends are described in detail in Appendix I. They may be useful in the development of the model for projecting community service needs.

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[23] Information for this section from: Institute of Environmental Research, "City of Etobicoke Official Plan Update/Community Issues/Issues and Policy Options," February 1988.

[24] Ibid. Executive Summary.

Winnipeg, Manitoba[25]

The Social Planning Council of Winnipeg prepared a detailed response to Plan Winnipeg, the Development Plan Review which is conducted by the City of Winnipeg every five years. The response was prepared for the 1981 Plan. A telephone conversation with a representative of the Social Planning Council of Winnipeg revealed that few of the recommendations were implemented by City Council. No similar report has been prepared by the Social Planning Council since 1982.

The review and analysis conducted by the Social Planning Council presents some interesting findings which may be of use in the development of the strategic planning process for the City of Toronto.

According to the Social Planning Council of Winnipeg, the basic role of social services is to assist individuals, families or groups to gain access to the opportunities of a city or society. Interviews by the Council of agency personnel of social services providers indicate that "the needs of clients for gaining better access to job opportunities, housing, transportation, shopping, education and general community and social services" are critical. The Social Planning Council of Winnipeg states that "[t]he tool for carrying out better coordination and evaluation [of social services] is the Community Plan with the city responsible as a clearing-house when proposals for change have consequences at the neighbourhood level".[26]

The Council has identified indicators for a number of social problems and needs, including child welfare, income maintenance, education, and high need/high risk households. These are discussed in Appendix N.

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[25] Information for this section from Social Planning Council of Winnipeg, **An Analysis of Social Problems, Needs and Trends for Winnipeg**, Winnipeg, May 1980 and Social Planning Council of Winnipeg, "Social Policy and City Planning," Winnipeg, March 1982.

[26] Ibid. p. 29.

The Council then examined the availability of neighbourhood resources to meet the needs of the above noted category of families with social problems. A number of resources were examined, including education, day care, affordable housing, etc. The analysis of the availability of day care in the City is discussed in Appendix N and it provides some interesting techniques for determining the availability of the resources.

Edmonton, Alberta

In 1980, the Public Affairs Committee responsible for reviewing the City of Edmonton's General Municipal Plan suggested that a section dealing with institutional uses be included in the Plan. The Municipal Planning Commission agreed and it was decided that a new section on institutional uses would be brought forward for Council's consideration as a proposed amendment to the Plan.

Greg Barker of the City of Edmonton's Planning and Development Department prepared a comprehensive background report used to prepare the new section to the General Municipal Plan. Communications with the City of Edmonton's Strategic Planning Branch of the Department of Planning and Development revealed that the proposed amendment was never formally endorsed by City Council. The material remained in the Department as a guideline document only.

According to Harvey Crone, Director of the Forecasting and Policy Development Group, the proposed new component was to deal more comprehensively with the broad range of institutional uses. The purpose of the new institutional component was to bring together planning policies for the location and provision of institutional facilities. It was to complement the Human Services Delivery System and indicate how institutional uses might be planned to support the overall growth strategy.

The background report prepared by Greg Barker, "Planning for Institutional Land Uses in Edmonton", provides interesting details regarding Edmonton's experience with integrated approaches to service delivery and needs assessment. These are described in Appendix K.

Vancouver, British Columbia

Currently, the City of Vancouver is reviewing two major development proposals put forward by the private sector - BC Place on the north shore of False Creek proposed by Concord Developments and Coal Harbour, on the waters edge of the downtown core, proposed by Marathon Realty. In each of these cases, the City has required that the developers prepare detailed social impact plans to determine the level of community, social and recreational services that will be required in these new communities and how they can best be provided. Planning for BC Place has continued for several years and the social impact assessments have been quite detailed including comprehensive and detailed reviews of:

- educational facilities and services
- child care
- health services
- social welfare services
- indoor recreation services
- library services
- cultural facilities, and
- police and fire protection.

3.3 Planning Policy Statements and Approaches

3.3.1 Introduction

The Provincial-Municipal Social Services Review (PMSSR)[27] concludes that "currently there is no mandated community planning process for social services." The report further states that "community-based planning is necessary to bring more cohesiveness and coordination to the social service system."

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[27] See Page 5 of this report for background on this review process.

The PMSSR makes the following recommendations regarding community planning for social services:

- that a community-based planning process for the social services be established in communities across Ontario;
- that the local planning process be a collaborative one that involves all key players in the system, including governments, the voluntary sector, clients, and residents. The plan should set community priorities and influence service managers and funders;
- that the local plans take into account strategic directions from MCSS, and that MCSS also have regard for what communities are saying in their strategic plans;
- that the planning process be coordinated with other services closely linked with social services such as community health, education and housing.

The PMSSR further recommends a new framework for planning, managing and funding the social service system that clarifies and realigns responsibilities of the province and municipalities. The PMSSR also suggests that representatives of the province, municipalities and the voluntary sector form an implementation team to begin planning and coordinating this collaborative effort.[28]

Even though the recommendations of the PMSSR have not been adopted as of yet, they will be taken into consideration in developing policy statements on community services and facilities for the City of Toronto.

The following sections outline some interesting planning policies, mechanisms and approaches to implementation in Canada and the United States.

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[28] Association of Municipalities of Ontario, Ontario Municipal Social Services Association and the Ontario Ministry of Community and Social Services, **Report of the Provincial-Municipal Social Services Review**, February 1990.

Regional Municipality of Peel, Ontario[29]

In the late 1970s when the Region of Peel was drafting its Official Plan, it decided to pursue the intent of the Planning Act, that is, survey the social conditions that may have consequences for the physical development of a planning area. A comprehensive social development strategy was prepared to be included in the regional Official Plan.

As was mentioned in section 1.4 of this report, the Provincial Government informed municipalities in Ontario that "social services policies may not be included in local Official Plans."[30] The Ministry informed the Region of Peel that the social development strategy prepared by the Region went into a level of detail which should not be part of the Official Plan.

Ten years later, the Region of Peel is still preparing its Official Plan. The Social Development Strategy prepared in 1978 has not been updated; however, Peel's commitment to social development is evident in statements contained in the most recent draft of the Official Plan. Section 2.2.7.6 "Social Development and Public Health" states that Council intends to:

> implement Social Development and Public Health Strategies based on the goals, principles and objectives adopted by Council in March 1979 and September 1982, as outlined in Appendices Three and Four, respectively.

Social objectives for the Region of Peel were developed with local agency, Ministry and social planning council involvement. The importance of coordinating effective human services provision is recognized by the Region of Peel, as stated in Appendix Four of the Draft Official Plan.

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[29] Smith, Peter. **Municipal Social Policy Development: Some Initial Approaches** (Delivered at a seminar organized by the Central Ontario Chapter of the Canadian Institute of Planners and the Social Planning Councils of Ajax-Pickering, et. al.) June 1978: pp. 114-152.

[30] Ibid. p. 116

To encourage and participate in the development of a cooperative approach to planning and delivery of Human Services within Peel Region, focusing on:

- the development of function integration of related services in an effort to provide a responsive and efficient human services network in Peel; and,

- the transfer of human service functions to the Regional level in areas where the provision of such services could be more effectively and efficiently planned and delivered from the Regional level.

City of Etobicoke, Ontario

Planning implications for the trends described in Appendix I of this report are outlined in Appendix J. Generally speaking, these trends point to the need for greater flexibility in planning and policy-making, both in terms of meeting the needs of a greater range of family forms and individual circumstances, and also in responding to changing lifestyles and values.

Winnipeg, Manitoba

The City of Winnipeg Planning Act (Revised July 1981) mandate sets the criteria for the Development Plan (Sections 569, 571 and 573). These sections call for a comprehensive plan which deals with "the improvement of the physical, social and economic environment and transportation". The Act mandates that any review will deal with a list of requirements (Section 573) which are clearly comprehensive and inclusive of social, economic and environmental issues as well as physical planning.

According to the Social Planning Council, the Act, however, does not specify the purpose of the Plan itself. In its report, "Social Policy and City Planning", the Social Planning Council suggest revisions which would address this concern. For example, the Social Planning Council suggests that the purpose of the Development Plan is ...

> ... to assist government and private sector decision makers over the life of the Plan in
>
> (a) achieving adequate housing and environment for every family
>
> (b) providing employment opportunities for all members of the work force and a minimum income for all
>
> (c) providing adequacy and equality in public services and facilities.[31]

Other relevant recommendations presented in the Social Council's report include: that:

> 21. The Scope of the Development Plan Bylaw include a section where common goals for physical, economic and social planning are stated.
>
> 22. The section entitled the 'Scope of the Development Plan' include the specifications of target objectives in housing, economic development, transportation and other urban services. These objectives will provide performance indicators and thus form the basis for future Development Plan Reviews.[32]

Further, the Social Planning Council notes that the private sector requires clear leadership from the City in regard to long-term land use in older areas. The Council feels that it is the framework of zoning, land use, amenity spaces and services, transit policies and taxation structures which will set the rules for private sector activity.

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[31] Based on the work of H.S. Perlov, Common Goals and the Linking of Physical and Social Planning in Urban Planning and Social Policy, ed. Bernard J. Friedan and Robert Morris. 1968.

[32] Social Planning Council. **Social Policy and City Planning.** March 1982. p. 12.

Section 569 (b) of the City of Winnipeg Act states that an action area plan "means the statement of the City's policies and proposals for the comprehensive treatment...of an action area...by development, redevelopment or improvement...or by the implementation of a social development program...". In other words, Action Area Plans are comprehensive, having physical, social and economic components, as well as being reasonably specific. The "Core Area Initiatives (C.A.I.) " appear to be essentially consistent with such an approach, but only the Development Plan can give the C.A.I. the legal grounding and context it requires to become fully effective.[33]

In view of the conditions outlined above, the Social Council of Winnipeg feels that any eventual modification or reduction of social problems will require a wide variety of measures, only a limited number of which can be activated or have impact at a neighbourhood level. The course of analysis offered by the Council addresses contributions which, according to the Council, "legitimately come under the purview of urban policy."

City of Edmonton, Alberta

The General Municipal Plan of Edmonton classifies a wide range of facilities/activities as "institutional use" most of which are those identified in the above noted list. The City's role (1971 GMP) in planning for these institutional facilities is discussed in detail by Greg Barker in "Planning for Institutional Land Uses in Edmonton. A Working Paper" (1981) and reviewed briefly in the following.

City's Role in Planning For Hospitals: (a) provision of land use information and population and growth projections for the purposes of assessing demand for facilities; (b) identification of suitable sites for hospitals in new areas (needs assessed during preparation of Area Structure Plans and reassessed when a more detailed Neighbourhood Structure Plan is prepared); (c) acquisition of approved site for public hospitals.

Health Clinics: 1971 General Plan did not set out any specific objectives, policies or principles.

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[33] Social Planning Council of Winnipeg. **Social Policy and City Planning.** Winnipeg: March 1982.

Churches: 1971 General Plan set out some general planning principles for churches, however, did not include any objectives.

Fire Stations: 1971 General Plan describes existing and proposed facilities and standards in the following:

> Fire stations are planned to serve an area of about one mile in radius. In the Central Area, the area served is smaller because of the high property cost and density of development. However, these standards are flexible and will depend upon the size of the station...
>
> Principles
>
> 1. Fire stations should be provided in strategic locations of relatively high population density and directly to major streets for utmost accessibility, and most economic service.
>
> 2. Fire stations should be located on the fringe areas of high commercial value rather than within them.

Police Stations: 1971 General Plan did not provide any objectives, policies or principles to guide planning for police stations.

Libraries: 1971 Edmonton General Plan did not mention plans, policies or principles regarding the planning of libraries.

A number of mechanisms were identified which ensured certain facilities were located in new neighbourhoods. These are outlined in Appendix L.

3.4 Mechanisms Used To Obtain Facilities

3.4.1 Introduction

This section examines legal mechanisms used to ensure the required community facilities are provided for in new developments. In examining the Province of Ontario experience, research concentrated on municipal lot levy practices as they were implemented under the subdivision agreement provisions of the Planning Act. As noted in Chapter 4, the new Development Charges Act is intended to supersede lot levies in Ontario and is reviewed in detail in that Chapter.

3.4.2 Canadian Experience

Province of Ontario

Two studies have been undertaken in the last five years examining development charges (or lot levies as they are often referred to) in Ontario. In 1985, a survey was conducted by C.N. Watson and Associates Ltd. examining municipal levy practices in Ontario. Information was gathered for the largest 100 lower tier and 11 upper tier municipalities in the province.

Of the 100 lower tier municipalities, 80 imposed levies on residential developments, ranging from $150 per single family dwelling in North York to $6,280 in Vaughan. Approximately one-half (37) of these municipalities designate a portion of the levies collected to soft services. Thirty-six (36) of the municipalities imposed a levy on commercial developments and 34 municipalities imposed a levy on industrial developments.

In 1990, Enid Slack prepared a report comparing development charges in British Columbia and Ontario. The report noted that a "... provincial government survey (Ministry of Municipal Affairs, 1988) in 1987 of 163 Ontario municipalities with population in excess of 10,000 found that 75 percent were charging lot levies and 31 percent were not only charging for water, sewers and roads but also for other services."[34] The report further found that

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[34] Slack, Enid, An Economic Analysis of Development Charges in British Columbia and Ontario, Toronto, March 1990: p. 28.

the use of development charges is most widely employed in the fastest growing regions in the province (i.e., the Greater Toronto Area).

Appendix H summarizes findings from the C.N. Watson survey, the Slack report and discussions with a sample of municipalities in the province. A number of municipalities contacted are currently reviewing the issue of development charges and some changes to current practices are anticipated.

British Columbia

British Columbia legislation has provided for development cost charges since the late 1970s. The authority for development cost levies is the Municipal Act, Part 29, Division 6. The act empowers municipalities and regional districts to levy development cost charges to pay for services related directly or indirectly to a specific area of development. The charges are limited to covering capital costs of sewage, water, drainage and highway facilities or acquisition of parkland. All monies collected must be held in a development cost charge reserve fund for each purpose for which the charge was levied.

Excluded from the development charge are church properties, residential buildings with less than four units, and projects with a value under $50,000. The development charge is only applicable where there is an identifiable new capital cost burden on the municipality.

The British Columbia guidelines for application of development charges are fairly specific:

- Charges have to be the same for all developments that impose similar capital cost burdens on the municipality.

- The municipality is required to consider future land use and development patterns and phasing of services.

- Standards have to be similar to existing levels of service.

- The municipality must determine the impact that development charges will have on provision of reasonably priced housing, or serviced land and whether the charges will deter future development.

- The rationale for development charges must be made public and subject to public input.

- Several different factors may be utilized in determining the amount of the development cost charge to be levied against a particular development:

    a. different uses,
    b. different zones or specified areas,
    c. different capital costs related to different classes of development, and
    d. different sizes or different numbers of lots or units in a development.

- Local bylaws to implement development charges must be approved, by the Department of Municipal Affairs. There is no review, challenge or appeal to a municipal review board or similar structure.

Application of Development Cost Levies in British Columbia

A recent study done in British Columbia and Ontario (Slack, 1990), determined that 52 of the 114 municipalities that responded to a province-wide survey utilized development charges to finance services associated with new development. In practice, development cost charges are utilized to pay for water, sewers, roads and highways, parks and public open space, and drainage facilities.

All municipalities imposed levies on residential development, and most imposed levies on new subdivisions and commercial and industrial property. Most municipalities excluded institutional properties such as schools and hospitals (churches are exempted by provincial statute). In addition, many municipalities use other sections of the Municipal Act to require works and services on site as a condition of subdivision approval or issuance of a building permit. In these cases, the City and the developer negotiate an ad hoc arrangement, rather than utilizing a prescribed formula or levy.

City of Vancouver, British Columbia

The City of Vancouver has a separate provincial Charter and does not operate under the authority of the Municipal Act. Although many of Vancouver's powers are quite similar to those provided under the Municipal Act, the City of Vancouver does not currently have similar powers to impose development levies.

Vancouver has recently applied to the Provincial Legislature to have the Vancouver Charter amended to permit the City to adopt development cost charges similar to those in the Municipal Act. However, Vancouver intends to include a broader range of services that may be funded by development charges by including social services such as libraries, day care and public meeting facilities in addition to the standard infrastructure improvements. The latest Vancouver proposals have not yet been accepted by the legislature despite two years of lobbying by the Mayor and Council.

Vancouver does have other powers to secure services or community facilities within the current provisions of the Vancouver Charter. The City can require that developers provide works and services on the site being developed or elsewhere in the city as a condition of subdivision approval or granting of a development permit.

On single developments, the City has provisions within the zoning by-law for certain social and recreational facilities to be excluded from floor space calculations. This procedure has been in use since 1975 and has been used fairly extensively in both commercial and residential developments. In commercial developments, facilities obtained range from change rooms with showers, exercise gyms, fitness centres, and racquet courts to employee lunch rooms. In residential developments, facilities include lounges, workshops, outside and indoor play areas, and community meeting rooms.

Through this program Vancouver has obtained a large number of smaller facilities throughout the City. Some are well used but others are poorly located or operated and serve a limited purpose. The Social Planning Department reviewed these facilities in 1987, and prepared a series of design guidelines to encourage improved quality of design and construction of social and recreational amenities.

Since 1975, the Vancouver Zoning and Development By-Law has included an amenity bonus program, which permits staff to negotiate with developers for provision of needed "public, social or recreational" facilities in exchange for an increase in floor space or density. The bonus program applies primarily in the core areas of the City and is used on a limited basis to acquire larger amenities for the City. Of the dozen proposals approved under this program, approximately 10 facilities have been constructed to date including several small theatres and art galleries, legal services clinics, a cine centre and a day care centre. Projects are negotiated individually with city staff from the Planning and Social Planning Departments. There are not precise formulas for calculation of the "amenity bonus" provided and City Council has expressed concern about equity issues, increased density and the propriety of "selling density".

3.4.3 American Approach

Our review of approaches used in the United States concentrated on mechanisms utilized to secure community facilities. Gordon Cleveland's Discussion Paper entitled "Calculating The Impact of New Residential and Non-Residential Developments on Municipal Requirements For Child Care Services" was useful in identifying American cities involved in establishing such mechanisms. The approach employed in ten American cities is discussed in Appendix M. The ten cities include: Town of Danville, Hartford, Boston, New York, Milwaukee, Chicago, San Francisco, Concord, and Contra Costa County.

While American municipalities use development charges or linkage ordinances to finance a broad range of community services, the discussion found in Appendix M entitled "The American Approach: Mechanisms Used to Obtain Facilities", focuses on child care ordinances that are both numerous and comprehensive. Several features of the American experience relevant to this study include:

- The child care ordinances are used by both large urban centres and small developing communities.

- California has developed some extremely sophisticated (and complex) formulas to determine child care requirements associated with different forms of development.

- Child care development charges are usually assessed against all forms of development - commercial, industrial, retail, residential, etc.

- Development charges are usually assessed only for capital costs, but in some cases the charges are paid into a special fund and a portion of the fees are used to subsidized operating costs of child care facilities.

- Most ordinances provide the option of either providing child care facilities on site or paying an "in-lieu" fee to the municipality.

4.0 LEGAL MECHANISMS

One of the key obstacles in the past to the provision of community services and facilities, particularly those needs arising from new development, has been the difficulty of raising required revenues. This chapter outlines the legal mechanisms under which community services monetary contributions could be imposed, including the Development Charges Act (the "DCA"), the Planning Act, and several tentative proposals for new legislative devices. Since the terms of reference for the study are province wide, the following discussion of community service monetary contributions is a general one, and not specifically applicable to the City of Toronto.

4.1 Introduction

Briefly, the DCA can be used to finance the capital cost (and not operating) component of community services that can be justified on the basis of new growth if development increases the need for services (site specific or municipal wide).

Services are not defined in the DCA but can include those community services which a municipality or local board is actually providing prior to the passage of a DCA by-law (Council can fund a service out of general revenues and then later amend the by-law to include a charge on the service).

The standard of service can be no higher than the highest level of service provision in each of the ten years preceding the by-law.

Growth in demand for community services will be forecasted on the basis of predictions related to increases in population, households and the changing demographic profile of those households and population.

Growth and the need for services can be site, and planning area specific (with a DCA by-law prescribed for each) so that loss in population or households in one area of a municipality does not affect the provision of services in other areas where development increases the need for services.

An overlay municipal-wide development charges by-law can collect charges which are of general benefit to the entire municipality, and can be enacted together with area or site specific by-laws.

The Planning Act "lot levy" regime developed under the imposition of subdivision and severance conditions will no longer be available after November 23, 1991, or the passage of a DCA by-law, whichever is earlier.

The Planning Act provisions place no restrictions related to capital cost concepts or growth, however as noted above, to the extent they are deemed "contributions" under the "net capital cost" concept of the DCA, they will have to be deducted from DCA charges.

Planning Act s. 36 agreements for density and height increases will still be available for community service provision on an ad hoc basis.

Planning Act s. 41 parks levies are available to fund park and community recreation services, and may be a deduction from a development charge, if the park charges prescribed in the DCA by-law are collected for the same services as s. 41 levies.

The DCA does not permit commercial and industrial cross subsidization of service need driven by residential growth. While other uses may be lumped together for the purpose of calculating charges, residential development service needs must stand alone and cannot be "linked" to commercial uses.

Commercial-residential type linkage levies for community services, and inclusionary zoning of community services within a particular development, will have to come from new legislation.

4.2 Community Services Covered

The Development Charges Act (DCA) does not provide a list of services for which a development charge can be imposed, however, the DCA can be structured to cover the "capital costs" of community service facilities created by "new growth" in the demand for community services such as health care, social services, child care, education, recreation, arts and culture, and emergency services. Hence, the capital cost of a full range of "soft" services, in addition to "hard" services may now be covered in the by-law (the DCA, s. 3(3)(d)).

The range of "service" provision is, however, limited to those services being provided at the time the development charges are being calculated (DCA, O. Reg. 725/89 s. 2). If, for example, no community centre exists in a municipality, a development charge cannot be imposed to finance it, until such time as one is built from general tax revenues or debenture. The need for a new centre resulting from new development or population growth would then have to be demonstrated.

The timing of revisions to the development charges by-law will be required to be coordinated with the prior introduction of new services. Clause 19(c) of the Act allows the prescribing of services for which a development charge cannot be imposed. To date no services have been deemed ineligible.

Interestingly, the provision of services can cover those located outside a municipality (s. 1). Examples would be waste disposal or water treatment provided for under an agreement with another municipality.

Development Charges for services are also limited to prescribed levels of services. The "standards" (DCA, Ont. Reg. 725/89 s. 3) are to be no higher than those standards to which such services are currently provided, or have been provided at any time in the ten years preceding the calculation. This is to avoid "gold plating" of services.

The regulations (DCA, Ont. Reg. 725/89 s. 3(2)) require that in calculating the charges, only those standards which have been approved by council and form part of an adopted (approved by the Minister) official plan, approved capital forecast or other similar expression of the intention of council, will apply. Changes are allowed in service provision for design, delivery or operation, subject to the above restriction of comparable standards when the by-law is introduced. If the standards are lower than those required under another Act, the calculation of development charges may be made with reference to the standards required by the particular special legislation (DCA, Ont. Reg. 725/89 s. 3(6)).

4.3 Upper Tier and Area Municipalities

The Development Charges Act includes metropolitan municipalities as upper tier municipalities, and allows them to impose development charges (DCA, s. 10(1)) and require an area municipality (e.g. Toronto) to collect charges and remit them to the upper tier municipality (DCA, s. 10(2)). Development charges can be collected directly by the metropolitan municipality in the case of water, sewer, drainage, transportation and power services supplied in connection with the approval of a plan of subdivision. Since most trigger events or development approvals occur at the lower tier municipality, in practice it is expected that most charges will be collected by the lower tier.

Development charges will likely be divided between the two levels of government in much the same way as current lot levy charges are divided, based on statutory authority and service provision responsibility. In practise, there is likely to be some overlap and joint provision of services.

4.4 Applicability of Charge -- Whom and What

Development charges (DCA, S. 3(1)) are applicable against "land" if the development or re-development of land increases the need for services. Chargeable against land, development charges are to be collected in the same manner as property taxes in the event of a default in payment.

The following planning, and or permit approvals trigger the requirement to pay a development charge: changes in zoning, approval of a minor variance, a conveyance of land deemed not subject to part lot control, approval of a plan of subdivision, a consent to sever land, approval of a plan of condominium or the issuance of a building permit. Although the municipality cannot levy more than one development charge on land to which a charge applies even though two or more of the foregoing trigger events are required before the land can be developed, if two or more of these events occur at different times, payment can be required of an additional development charge if the subsequent action has the effect of increasing the need for services (DCA s. 15).

In addition to the foregoing individual applications to which charges can be levied, there can be "benefiting areas" described in a "front-ending agreement" as an area that will receive a benefit from the construction of a service (s. 21). This device allows the municipality to enter into agreements with any or all owners within the "benefiting area" providing for the payment by those owners for front-end payments or installation of services.

This is a financing mechanism for "greenfield" servicing and allows the municipality and the owners within the "benefiting area" to settle upon the cost sharing of the "up-front" expenditures required to service a particular area. There is provision for a refund of the excess monies contributed by each owner, if the actual cost of the services provided turns out to be less than the contributions.

4.5 Calculation of Capital Cost Charge

Development Charges can only by imposed with respect to eligible "growth related net capital costs" against land if the development of the land increases the need for services (DCA, s. 3(1)). There is a time limit on the calculation of growth-related net capital costs for a period not exceeding ten years from the date the by-law comes into force (DCA, Ont. Reg. 725/89, s. 4(1)) unless the services consist of water supply, sanitary sewers, storm drainage, transportation or waste disposal. In the latter cases, a longer horizon for service growth forecasting may be appropriate given the life of the assets, their amortization and financing characteristics.

Accurate forecasts of future growth anticipated costs are vital to a successful development charges regime, otherwise the municipality is open to the refund provision of the DCA.

A development charges by-law has a maximum term of 5 years with a legislated (DCA, s. 6(1)) sunset clause.

"Net capital cost" means capital cost less capital grants or subsidies (received from the Province) or "other contributions" the municipality anticipates will be made including conveyances or payments made under sections 41 (park levies), 50 (subdivisions), and 52 (severances) of the Planning Act.

"Other contributions" can also include the value of lands or "facilities, services or matters" under s. 36 density bonus agreements. The Contribution achieved through Section 36 is related to an increase in density.

"Growth", as used in the DCA, need not be based simply on community population forecasts for planning purposes. Other "growth" trends could be used such as numbers of households, employment growth, demographic changes and changes in the physical quantities of development, which are a result of employment, demographic and population changes.

"Growth-related net capital cost" is defined (DCA, s. 1) to mean the potion of the net capital cost of services that is reasonably attributable to the need for such net capital cost that results, or will result, from development in all or a defined part of the municipality. Subsection 3(1) restates this definition by allowing development charges where development will "increase the need for services". Only that part of a service facility attributable to growth or need can go into the charge. To avoid situations where only part of new facility, such as a fire station or community centre can be said to be growth related, the thresholds used to measure growth in forecast tabulations should relate to discrete units of service.

Although "soft" services are now covered, it is "new growth" related "capital costs" which are covered and not the direct operating costs of service provision. Capital costs are defined as costs incurred or proposed to be incurred:

(a) to acquire land or an interest in land,

(b) to improve land,

(c) to acquire, construct or improve buildings and structures,

(d) to acquire, construct or improve facilities including,

(i) rolling stock furniture and equipment

(ii) materials acquired for circulation, reference or information purposes by a library board as defined in the Public Libraries Act, 1984, and

(e) to undertake studies in connection with any matters in (a) to (d).

It is open to question whether renovation and rehabilitation of an existing facility can be eligible for inclusion in capital costs.

Those components of a renovation which are "capital" improvements under Generally Accepted Accounting Principles and arise from development increasing the need for services would appear to qualify.

"Capital costs" include an "interest in land" and would therefore include leaseholds.

The definition of "capital cost" also includes, in addition to the direct costs incurred by a municipality, costs incurred:

(1) by its local boards; and,

(2) under an agreement.

Therefore, growth-related capital costs incurred by virtue of an agreement with the province, another municipality or a private contractor would be covered.

4.6 Defined Area of the Development Charges By-law

Subsection 3(3) requires designation of the areas within which a development charge is to be imposed. The DCA also requires designation of the uses against which the charge is to be imposed, and a schedule of charges against each use and the services for which a charge may be imposed. The DCA by-law can be municipal wide, area specific, site specific or a combination of the three.

For example, a site specific DCA by-law could be enacted for a mixed use commercial/residential project establishing a schedule of charges for growth related capital services costs attributable to the project itself and not of overall municipal benefit. An overlay DCA by-law would then pick up charges for services that are provided on a municipal, metropolitan or regional basis such as transit, water, sewer and landfill services.

4.7 Differentiation of Charge Calculation

A development charge must differentiate between uses of land when calculating growth related net capital costs, and a development charge by-law must also treat residential uses separately from all other uses for the purposes of the calculation (DCA, O. Reg. 725/89 s. 5(5)). A development charges by-law is allowed to combine all uses except residential for the purpose of calculating the growth related charge. The effect of section 5 of the regulations is to only permit the residentially derived net growth-related capital costs for services to be charged against residential uses and development of land.

Alternatively, a development charges by-law can define general land use categories for residential, commercial and industrial uses, and provide for specific categories within those general categories. The specific categories can, however, be combined as a general use category for the purpose of calculating the development charge attributable to that category of use.

To conclude, the municipality calculates the growth related net capital costs attributable to each of the defined uses of lands, buildings or structures in the by-law, and then may impose with respect to each such use of land, building or structure only those growth related net capital costs attributable to that particular use. The option remains of being able to combine

specific use categories as a general use for the purpose of making the calculation, provided the residential uses are treated separately. This effectively prevents cross subsidization or linkage of residentially generated service needs by commercial development.

4.8 Exclusions

The following are specific exemptions from the application of development charges:

(S. 3(1) O. Reg. 725/89 s. 6)

(a) the enlargement of an existing dwelling unit;

(b) in respect of the creation of one or two additional dwelling units in an existing single detached dwelling; unless the total gross floor area of the additional one or two units exceeds the gross floor area of the existing dwelling unit;

(c) the creation of one additional unit in any other existing residential building, unless the additional unit has a gross floor area greater than:

(i) the gross floor area of the existing unit in the case of semi-detached or row housing; and,

(ii) in the case of any other residential building, the gross floor area of the smallest dwelling unit contained in the residential building.

Local services installed at the expense of an owner as a condition of approval of a plan of subdivision or a severance, and local connections to local services at the owner's expense cannot be the subject of development charge imposition s. 3(7).

Exemption of land from taxation under the Assessment Act does not qualify for exemption unless it is a s. 30(6) board.

4.9 Discretionary Exemptions

S. 3(5) allows Council to designate institutions for the purpose of exempting all of some categories from paying development charges in whole or in part. Similarly, categories of affordable housing can be designated so that there can be a full or partial exemption of these categories from the payment of charges.

4.10 Trade-Offs

Charges can be paid in money or by the provision of "services" or a combination of both, (s. 3(4)(b)), which can be the subject of an agreement with the municipality. Where services are provided in lieu of payment for all or any portion of a development charge, the municipality must give credit for an amount equal to the reasonable cost to the owner of providing services (the DCA s. 13(1)). These credits given under s. 13(1) of the DCA cannot exceed the total development charge payable by an owner. The "reasonable cost" to the owner of providing the services under s. 13(2) of the Act is the cost of providing services in accordance with the prescribed standards noted above and may be a credit.

4.11 Deductions Allowed Owners for Development Charges

There are a number of deductions and credits that owners can take against development charges.

"Net capital cost" means capital costs less "capital grants" and "subsidies" (from another level of government, institutions, corporations, or individuals). Future levels of grant funding from the Province will have to be monitored and the development charges by-law will have to be amended to keep receipts in line with anticipated service costs, as the result of grant rate or program charges.

"Other contributions" made to a municipality that Council "anticipates" (i.e. forecasts with some precision) will be made, including conveyances or payments under s. 41 (park levies) and conveyances made pursuant to sections 50 and 52 subdivision and severance provisions of the Planning Act. This would appear to include past levies collected for a service for which development charges are being collected. Hence, all

Planning Act levies or parkland dedications must be deducted from the total capital cost of a particular service.

4.12 Alternative Legislative Mechanisms for Community Service Provision

With the advent of development charges legislation, lot levies imposed under s. 50 subdivision or s. 52 consent agreements can no longer be imposed, after the earlier of

(i) the coming into force of a development charges by-law under section 3; or

(ii) November 23, 1991 (s. 45(1)).

Under the existing legislative framework, another alternative for monetary contributions for services is the Planning Act section 36 provision permitting agreements allowing increases in height and density of development, otherwise than that permitted in a zoning by-law, in return for the "provision of such facilities, services or matters as are set out in the by-law". The "facilities, services or matters" described in s. 36 clearly include community services.

The Ontario Municipal Board has held that these density bonus provisions permit an owner to pay cash in lieu of the "facilities, services or matters" that can be provided in return for an increase in height and density.

The Development Charges Act defines "net capital cost" as "capital cost" net of capital grants, subsidies and "other contributions" made to a municipality. At this stage, it is unclear whether "facilities, services or matters" under s. 36 bonus contributions would fall into "other contributions". Municipalities may have to argue that the matters provided in return for increased height or density are not necessarily "growth related" or "capital" type charges in the context of the definition of a development charge which is defined to mean "growth-related net capital cost". Accordingly, the "other contributions" would themselves have to be tied to growth related net capital costs or costs which the Act defines as a "cost of services" that is reasonably attributable to the need for such net capital cost that results or will result in all or a defined part of the municipality.

It should be noted that Planning Act s. 40 development agreement conditions do not provide for monetary or other contributions for community or general municipal services needs.

Planning Act. s. 41 land dedications for parks (and the proceeds from the sale of such lands) or cash in lieu or parkland dedications can be used for the park and recreation element of community services. These dedications or contributions are triggered as a condition of development or redevelopment of land (s. 42(1)). These funds must be paid into a special account and can only be expended for park or other public recreational uses including buildings and their maintenance.

Section 166 of the Municipal Act allows contributions received by the municipality in consideration of the expense incurred or to be incurred as a result of the subdivision of land, to be expended for some other purpose provided the contributions are not required or likely to be required for such expenses. Hence, s. 41 contributions derived from the subdivision of land could be used for other community services if the provisions of s. 166 of the Municipal Act are complied with.

4.13 Community Improvement Plans

4.13.1 Legislative Provisions

Community improvement plans offer another potential mechanism to financially assist the provision or improvement of community services and facilities. Community improvement strategies seek to integrate a land use plan for an area in need of rehabilitation with public and private investment initiatives. Key components of a residential or commercial community improvement plan are new or rehabilitated community services and facilities.

Community improvement plans are approved by the Minister of Municipal Affairs under the Planning Act (s. 28(1)(b)) to assist in the planning, design, redevelopment, reconstruction or rehabilitation of what the Act calls a "community improvement project area" (s. 28(1)(a)). Such an area is one within a municipality, the community improvement of which in the opinion of Council is desirable because of the age, dilapidation, overcrowding, faulty arrangement, unsuitability of buildings or for any

other reason (s. 28(1)(c)). Official Plan provisions must be in effect containing community improvement policies and areas to be covered by them. Within a "community improvement project area," council can make provision for "such residential, commercial, industrial, public recreational, institutional, religious, charitable or other uses, buildings, works, improvements or facilities, or spaces therefore, as may be appropriate or necessary." This definition in the Act of community improvement is broad enough to include community services and facilities.

The City of Toronto Official Plan, s. 10.8A, adopts the Planning Act definitions of "community improvement plan" and "community improvement project area." As outlined below there are extensive provisions in the City's plan dealing with community improvement.

The legislation gives council broad enabling powers to acquire land, construct or repair buildings, to make grants or loans to land owners and enter into agreements with other levels of government and the private sector (s. 28(3), (6), (7), (9) and (10)). Debentures may be issued with the approval of the Municipal Board for the purpose of financing community improvement. Once the Minister has approved a community improvement plan, Ministerial approval is no longer required under the 1983 Planning Act for the by-law establishing a community improvement project area, or for the acquisition and preparation of land, or the rehabilitation of buildings and the disposition of land.

4.13.2 City of Toronto Official Plan Provisions for Community Improvement

The inclusion of community improvement policies in an official plan is a pre-requisite to the creation of a community improvement plan under the Planning Act. Section 8A.2 of the City of Toronto Official Plan contains, in addition to neighbourhood and specific area policies, general objectives for community improvement plans, programs and activities for council to undertake in connection with community services and facilities:

"8A.2 a) to provide for a diversity of and an equality of access to suitable social-recreational facilities and other supportive services in all areas of the City."

"d) to provide and maintain a system of public open spaces that offers a broad range of out-door social and recreational opportunities of both a passive and active nature."

"g) to provide..other municipal..services sufficient for the efficient functioning of the City."

Other specific policies contained in the Plan direct Council to:

"a) use its capital budget to promote the objectives set out in s. 8.A.2;

b) coordinate its land use planning and economic development activities with the implementation of improvement programs in all areas of the City;

c) coordinate efforts to improve the City's physical and social infrastructures with ongoing efforts to optimize the use and comprehensive maintenance of existing services and facilities;

d) maintain a balance between the development of physical and social infrastructures in redeveloping areas such as the Railway Lands and the waterfront, and the maintenance and renewal of infrastructures in mature areas of the City."

Other policy provisions of significance to community services relate to the coordination of, and participation in, activities with other public, private and voluntary sectors, including funding sources. Standards and guidelines for the provision of physical facilities and services (s. 8A.3 (i)) can be adopted by Council.

Neighbourhood improvement is addressed by promoting improvements to the distribution and quality of public amenities and open spaces, social-recreation facilities and neighbourhood support services. Community improvement projects are to be selected on the basis of neighbourhood social and economic conditions (s. 8.A.5b) and

> the need and demand for a greater availability, diversity or suitability of municipal infrastructure services and utilities; social recreational facilities and programs, and public open spaces.

Measures which Council can use in providing these improvements can include, the undertaking of capital improvements on an area or project basis (s.8.A.6a), the development of new programs in co-operation with other levels of government, and the private and voluntary sectors (s.8.A.6b), and supporting community development and employment projects (s.8.A.6d).

The provision of social-recreational and cultural facilities in the Railway Lands and the Waterfront are to be encouraged, utilizing the City's own funds, or funds from private sources and senior levels of government (s.8.A.8 and S.9).

4.14 Conclusions

Community services under current legislation can be funded, apart from general tax revenues, by development charges, density and height bonus agreements under s. 36 of the Planning Act, and park levies collected pursuant to s.41 of the Planning Act, for park and recreation services. In the case of development charges, the capital costs or services will have to be justified on the basis of new growth. The s.36 density/bonus agreement process allows for a more limited opportunity since the trigger events are very limited compared to development charges.

Community improvement plans can incorporate community services and facilities in redevelopment plans with funding contributed from private sources, municipal grants, and long term municipal debentures. Land dedications for community facilities can be secured by subdivision plan conditions. Appropriate official plan policies combined with holding by-laws can also be utilized to secure sites or space where the precise location or need for services is not known.

Additional legislative authority for the City can be recommended, as an alternative to contributions under s. 36 agreements or development charges. These could include:

1) The ability to obtain a package of public benefits (e.g. community services, social housing) on a direct "linkage basis" tied to the location, land use, density and value of particular projects;

2) The inclusionary zoning of services and public benefits within a particular project such as day care in commercial development and social housing within residential development.

None of these linkage or inclusionary zoning provisions would be tied to the growth and capital concepts of the Development Charges Act, or simple density and bonus increases under s.36 of the Planning Act.

The Province, in being approached with a rationale for additional legislative power, can be advised that the Development Charges Act is designed primarily for planned growth in ex-urban or regional municipalities. Subdivision and new community service financing in "greenfield" situations, that does not exist in the built-out urban municipalities such as Toronto, can benefit from Development Charges Act type legislation.

Growth in a mature municipality is primarily focused on changing demographics, employment, cultural changes, and increasing numbers of households rather than large scale residential and industrial secondary plan servicing more prevalent in the regional municipalities. Furthermore, the Development Charges Act does not allow services which are based on residential growth to be linked to charges on commercial and industrial growth.

5.0 OFFICIAL PLAN POLICY STATEMENT ON COMMUNITY SERVICES AND FACILITIES

5.1 Introduction

Previous sections of this report have shown increasing need and support for the inclusion of community services and facilities in the municipal planning process. Chapter 4 demonstrates a number of legal mechanisms through which these can be pursued. The starting point for ensuring an appropriate process is set in place in the City of Toronto is the development of a Policy Statement on Community Services and Facilities. By putting this Statement in place in the Official Plan, the City would state clearly its position on this issue and set in motion a more coordinated and effective planning process.

The importance of the link between land use and social planning is acknowledged in the context of this study as a key principle to guide future city planning decisions. In order to lend full support to the achievement of municipal objectives relating to the equitable distribution of community services and facilities, a clear set of policies must be articulated within the City's Official Plan.

This Section of the Report reviews current Official Plan policies in this regard and goes on to suggest an appropriate Policy Statement on Community Services and Facilities.

The purpose of this Policy Statement is two-fold:

1. to provide City Council with the vehicle for expressing its commitment to objectives relating to community services and facilities; and,

2. to provide the public with a clear understanding of the City's expectations with respect to the provision of community services and facilities.

The Planning Act defines an official plan as "a document approved by the Minister, containing objectives and policies established primarily to provide guidance for the physical development of a municipality or a part thereof...while having regard to relevant social, economic and environmental matters." This definition has given rise to significant debate

regarding the appropriateness of incorporating "social" policies in official plans. Chapter 2 (Current Planning Practices) and Chapter 3 (Approaches Elsewhere) of this Report demonstrate that, while official plans have been declared to be a municipal policy tool for directing the physical development of land, there is scope for the official plan to highlight municipal objectives respecting community services and facilities which meet important social service and community needs.

As such, this study accepts the dual premise that:

a. social planning is an important companion activity to physical, land use planning;

b. the official plan is, indeed, the appropriate vehicle for dealing with issues relating to the provision and location of community facilities.

5.2 Current Policy Framework

Current Official Plan policies for the City of Toronto contain a range of statements regarding community and social services and institutions as permitted uses. Standards are set regarding density, including the alternatives presented by the bonus provisions. Many of the policies indicate the City's intentions to promote the development of community and social services. The range of policy matters addressed include:

Part I Plan

- general goal regarding quality of residential life (2.2)
- general provision that residential areas be provided with, among other things, playgrounds and municipal services, etc. (2.5)
- Community services policies are contained in Residence Areas section, requiring they be conveniently located (2.14). This policy also refers to "other centres of community activity" being located to be accessible to residents.

- general policies for mixed commercial-residential areas include encouraging the provision of community services and facilities to serve the local and working populations (3.1)

- in passing by-laws, Council is to consider adequacy of community services and facilities 3.1(d)

- policy regarding encouraging the provision of social services, parks, and recreation facilities in industrial areas to meet employee and resident needs (4.12)

- community and social services are permitted uses in a variety of designations e.g., (4.7) (industrial-residential)

- Central Harbour sets out several types of community facilities: "community services and facilities", "institutional use", "intermediate institutions", "regional institutions"; (cs&f are permitted uses)(5.18)

- Part I plan policies on Railway Lands do not deal with community and social services

- Separate section on Institutional District that includes reference to institutional uses, facilities for education, research and the arts; post-secondary education; libraries. (Section 6)

- optimize use and maintenance of existing services and facilities as part of Community Improvement Policies (s.8A.3); adopt standards and guidelines for the provision of physical facilities and services

- need for social-recreational facilities would be one consideration in identifying neighbourhood improvement areas (8A.5)

- in upgrading waterfront, railway lands, etc. Council would promote the provision and upgrading of social-recreational facilities (8A.8 and 8A.9)

PART II PLAN - Railway Lands

- Detailed policies regarding "schools and community services and facilities"; including general objective to ensure provision of full range of appropriate community services and facilities, standards (i.e., within walking distance of areas containing housing suitable for families with children); specific examples, including workplace daycare, schools, places of religious worship; (section 5)

From our review of these documents, it is clear that they present a number of problems from the standpoint of presenting a cohesive policy on the provision of community services and facilities. Present policies are scattered throughout the Part I and various Part II Plans. There are numerous definitions applying to facilities which might better be referred to as community facilities. The policies tend to be more "promotional" policies rather than policies providing clear direction; i.e. more clout is required to achieve Council's objectives in this regard. There does not appear to be any definition of "appropriate" or "adequate" with respect to the provision of services; i.e. there is no link to any recognized standards or criteria for service provision.

Clearly, there is a need to consolidate the statements currently scattered throughout the existing Official Plan. This could be best accomplished through establishing a new section of the Plan entitled: "Community Services and Facilities". Policies contained in this Section could then be applied to all land use designations as appropriate.

Definitions should be revised so that there is not more than one clear definition of the types of community services and facilities being addressed by the Policy Statement. Any other definitions, such as institutional uses, must be clearly distinguished from the community services and facilities definition. There will have to be more direction given with respect to the methodology of determining appropriate standards and levels of service to be pursued (see Chapters 6 and 7 of this Report). In addition, the City will have to put in place stronger implementation mechanisms in support of the policies contained in the proposed Policy Statement (see Chapter 9 of this Report). Some of the existing policies are highly suitable and should be incorporated into the proposed new Section of the Official Plan. Below we present our suggestions on the contents of the proposed Policy Statement on Community Services and Facilities.

5.3 Development of Official Plan Policies for Community Services and Facilities

The newly consolidated policy statement should address a number of key areas:

- **General Goals and Objectives**

Although the Official Plan currently contains a general statement of municipal intent with respect to the provision of community services and facilities, it would be very timely for the City to update the statement and create a policy linking the provision of adequate community facilities to the social equity principles which have been identified as part of the CityPlan '91 goals and principles statements.

The principle that has been established relating to Community Services and Facilities is:

> "Every person living in Toronto has a right to equal access to high quality community service and facilities which help people improve their independence, economic self-sufficiency and personal development, as well as all other buildings, facilities, and services to which the public generally have access."

To work toward meeting this principle, the City will also have to identify a clear objective that the provision of community services and facilities is an integral part of any land use planning decision process. This objective means that consideration is to be given to the social impact on the community of land use development decisions.

- **Definitions**

A definition of Community Facilities will have to be incorporated into the Official Plan. The current definition of "Community Services and Facilities" contained in Section 10.9 of the City's Part 1 Official Plan is quite broad, covering facilities and services provided on a non-profit basis, including but not limited to elementary and secondary schools, churches and other religious facilities, day-care centres, recreational, cultural and social welfare facilities, libraries, fire halls, police stations, and YMCA, YWCA or similar establishments. General Institutional uses are not included within the definition. General institutional uses are those

uses whose service area extends beyond a neighbourhood or district to include the City of Toronto, the Metropolitan area or beyond. These uses include hospitals, post-secondary education facilities, public art galleries, libraries etc.

In addition, there are other references in the Official Plan to other defined terms, all of which share certain characteristics of community services and facilities.

The working definition of community services and facilities developed over the course of this study was presented in Chapter One of this Report, namely:

> "A community service is work done to meet the shared needs of people living in a neighbourhood or community. Such services are normally provided by public agencies, by voluntary agencies or groups, or by private non-profit agencies. Most community services are provided free of charge in order to ensure universal access, though some, like day care centres and legal aid clinics, may charge user fees with subsidies available for those unable to pay the full amount.
>
> Not all community needs can be satisfied by the provision of a formal service. The provision of facilities for formal and informal community activities is also important in providing communities with the opportunity to determine and meet many of their own needs. The provision of funds to community groups can also help them to develop ways and means to meet their own shared needs."

This working definition should be considered by the City in amending the definition currently contained in the Official Plan for inclusion in a separate Section on Community Services and Facilities.

- **Areas Covered by the Proposed Policy Statement**

The proposed Policy Statement would cover all of the City of Toronto. However, a distinction will likely have to be made between new development areas such as the Railway Lands and redevelopment areas where most of the development activity is in various forms of Residential Intensification, including minor infill, conversion of non-residential uses to residential uses, etc.

The distinction between these two situations should be highlighted and specifically addressed in the Official Plan.

The recommended approach recognizes that the issue of providing for community services and facilities must be addressed differently in areas characterized as undeveloped or underdeveloped and in built-up areas which are being intensified. However, the need to address community services and facilities requirements is present in both contexts.

Therefore, two distinct and appropriate approaches should be set in place as part of the process:

a. Community Services and Facilities Plans

A Community Services and Facilities Plan should be prepared by the City of Toronto Planning and Development Department for each neighbourhood or district in the City, including newly developing areas such as the Rail Lands and Ataratiri. This Plan should form part of the Part II Plan and should be used to assess development applications submitted to the City within the area. These Community Services and Facilities Plans are to be prepared as soon as possible in order to serve as a guide to developers, residents, and councillors.

As part of the process of developing such a Plan, local community service and facility needs would be established from time to time for individual neighbourhoods (recognizing that needs are different in different areas). These needs would be determined based on a Community Services and Facilities Needs Assessment undertaken in accordance with the model to be adopted by the City of Toronto as modified from time to time. (see Section 6 of this Report).

These Community Plans would have to conform to the general goals, objectives and procedures established in the Community Services and Facilities Section of the Part I Plan. Moreover, all development proposals would have to adhere to the provisions of the Community Services and Facilities Plan.

b. Community Services and Facilities Need Areas

As shown in Chapter 2 of this Report, the Planning Act permits municipalities to designate areas as "Community Improvement Areas," which then entitles the municipality to undertake a number of special measures aimed at overcoming identified deficiencies in hard and/or soft services. It would appear logical, therefore, for the City to follow a similar approach with respect to identifying and addressing deficiencies in existing built-up areas with respect to community services and facilities. In fact, it may be possible for such deficiencies to be addressed within the existing Community Improvement legislation.

In areas where such needs have been clearly identified based on a needs assessment study, the City could designate the area as a Community Services and Facilities Need Area. Alternatively, the area could be designated under the Community Improvement section of the Planning Act, as it could be argued that deficiencies in community services and facilities correspond to the intent of the Community Improvement designation.

The areas subject to detailed analysis would be identified early in the community services and facilities planning exercise as deficient with respect to community services and facilities, based on standards and criteria which are suggested in Chapter 7 of this Report. This special designation would be employed to flag the requirement that community services and facilities are to be provided for as part of any future land use planning initiative.

Designation as a Community Services Facilities Needs Assessment (CSFNA) would result following a needs assessment which concluded that the area was deficient with respect to community services and facilities. As noted above, it may be possible to utilize the Community Improvement Area designation, thereby eliminating the need for special Provincial enabling legislation which may be required for this purpose.

- **Process for Identifying Community Services and Facilities Needs**

The policy would identify the key steps that would be taken in determining local community services and facilities needs. The following steps are suggested:

a. A needs assessment would be undertaken by the City Planning and Development Department for the specially designated areas as well as for the neighbourhoods or districts within the City of Toronto. The assessment would be undertaken in accordance with the City's needs assessment model. (see Chapters 6 and 7 of this Report).

b. When the needs are identified in the context of a Part II Plan or as part of a CSFNA needs analysis, regard would be had to the community services and facilities requirements in the review of all future development applications within the area.

c. The City will identify in its Part I and Part II Official Plans, the implementation mechanisms that would be employed to ensure the provision and availability of community services and facilities required in accordance with the findings of the needs assessment.

- **Monitoring Procedures**

To ensure that standards are appropriate, changing needs are identified and the inventory of community services and facilities is adequate, there should be a policy in the Official Plan authorizing Council to monitor the appropriateness of its community services and facilities policies and plans on a regular basis. It is recommended that a monitoring report be prepared every five years to coincide with the municipality's review of its Official Plan.

- **Implementation Mechanisms**

Chapter 2 of this Report noted the range of planning controls which could be considered to help the City meet its objectives with respect to community services and facilities. Those approaches which appear to have the greatest potential for ensuring these objectives are met

are noted below. These should be considered in determining implementation mechanisms for achieving the Plans set out through the above process.

a. Holding Provisions (Section 35 of the Planning Act)

Holding provisions could be incorporated into the Official Plan to authorize Council's use of the Holding Bylaw provision for this purpose. The official plan policies would contain the general criteria or conditions relating to the provision of the necessary community services and facilities that would have to be met in order for the holding provision to be lifted from the zoning.

b. Increased Height & Density Provisions (Section 36 of the Planning Act)

The City currently employs bonus provisions to encourage the provision of community services and facilities. The mechanism allows the municipality to place alternative zoning on a site. An increase in height or density of the designated land use can be permitted provided that identified services and/or facilities are provided. Section 36 authorizes a municipal council to enter into an agreement to ensure the provision of the identified service or facility. In order to use the section 36 provisions, a policy must be incorporated into the Official Plan.

As shown in Chapter 4 of this Report, there is considerable legal opinion for making extensive use of this provision in achieving the implementation of community services and facilities.

c. Other Possible Approaches

The Compound Community Services and Facilities Zone

One additional land use planning approach that could be used by the City to help achieve its objective is the identification of a new zoning category in which community services and facilities are actually zoned as part of the land use district. A Community Facility suffix (CF) would be added to current land

use zonings (i.e., Residential-CF). In this zone category, the community facility is a required companion use to the predominant land use.

The Official Plan would have to contain a policy recognizing community facilities as a permitted use in the range of land use designations where it is anticipated that community services and facilities would be required.

This approach may be somewhat problematic from a number of standpoints:

- ensuring that the requirement to provide community services and facilities is equitably distributed among all the developments that might occur in the zone;

- determining the point at which the community service and facilities requirements have been met.

One approach to dealing with this problem is to require that all landowners/developers in the identified area enter into a cost sharing agreement. This approach would be most effective where redevelopment or extensive new development is expected to occur.

To implement this type of program of cost sharing agreement an amendment to the Planning Act may be required enabling municipalities to enter into agreements with developers in other than the section 40 (Site Plan Control) or section 36 (Increased Height & Density provisions)

Although this approach is not without its complexities, it is suggested that City staff from the planning and legal departments investigate possible means of implementation.

Subdivision Control Agreements

The City could require as a condition of subdivision or consent approval, the provision of needed community services and facilities as identified through the needs assessment process. The Official Plan should articulate the municipality's intent to use this mechanism.

- **Public Consultation Process**

In order to develop a commitment to community involvement in the planning and provision of community services and facilities, the Official Plan should contain a policy endorsing the establishment of a user board to be involved in the development of Community Services and Facilities Plans.

5.4 Recommended Policies for the Official Plan:

The following policies are recommended for inclusion into the City of Toronto Official Plan - Part 1. The statements suggested herein reflect the approach that is being recommended on the various issues. It is anticipated that the City's solicitors would adapt the language and structure of the policy ideas to suit the style and format of the City's Official Plan.

5.4.1 Introduction

A separate Section in the Official Plan should be created. Section 6A would be called "Community Services and Facilities" and would incorporate all the policies considered appropriate within the current Official Plan as well as others recommended in this study.

The Section would contain the following policies:

Definition

"A community service is work done to meet the shared needs of people living in a neighbourhood or community. Such services are normally provided by public agencies, by voluntary agencies or groups, or by private non-profit agencies. Most community services are provided free of charge in order to ensure universal access, though some, like day care centres and legal aid clinics, may charge user fees with subsidies available for those unable to pay the full amount.

Not all community needs can be satisfied by the provision of a formal service. The provision of facilities for formal and informal community activities is also important in providing communities with the opportunity to determine and meet many of their own needs. The provision of funds to community groups can also help them to develop ways and means to meet their own shared needs."[35]

Community Services and Facilities include but are not necessarily limited to health care, social services, child care, education, religious services, recreation, arts and culture, library facilities and public safety."

General Policy Objective

It is the policy of Council to consider community services and facilities needs during the planning of any new development, redevelopment or infill development situation.

Goal

It is the goal of Council to ensure that adequate community services and facilities are available to the population in accordance with the principles of social equity set out in existing City Policy.

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[35] This definition could be combined with some or all of the definition currently found in the Part I Official Plan.

Development of a Community Services and Facilities Plan

A. It is the policy of Council that a Community Services and Facilities Plan will be developed for all planning areas within the City of Toronto. These Plans would be contained within the Part II Plans of this Official Plan. They would identify community service and facility requirements for the planning areas as established from time to time based on the Community Services and Facilities Needs Assessment Model.

As part of any development proposal, consideration will be given to the provision of necessary services in accordance with the findings of the needs assessment as set out in the Community Services and Facilities Plan.

B. Until such time as Community Services and Facilities Plans are prepared, Council may identify an area within the municipality as a "Community Services and Facilities Needs Area," based on an identification of deficiencies in existing community services and facilities, as determined through a needs assessment carried out in accordance with the Community Services and Facilities Needs Assessment (CSFNA) model.

All development proposals in an area designated as a CSFNA will be reviewed as to their impact on the community service and facility needs of the area.

If it is determined that additional community service and/or facility needs will be generated as a result of the proposed development or that existing services and facilities are inadequate, the City will identify the action to be taken to ensure that the needs are addressed.

Establishment of A Neighbourhood Advisory Council

Prior to undertaking a needs assessment, a Neighbourhood Advisory Council will be established in each area in accordance with the guidelines adopted by the City of Toronto, entitled "Community Services and Facilities Strategic Planning Process."

Monitoring Policy

It is the policy of Council to monitor the adequacy of community services and facilities within an area. In so doing, a report, Community Services & Facilities Monitoring Report, will be prepared to be endorsed by Council, every five years, addressing the following matters:

1. an inventory of community services and facilities being provided in the area.

2. community profile of the area to determine any changes in the population and socio-economic character of the area.

3. the demand/need for community services and facilities based on the community profile.

4. updates of standards and guidelines for service delivery.

5. the effectiveness of the policies in the Community Services and Facilities Plan relative to the identified needs.

6. Recommended changes to the Community Services and Facilities Plan that would assist in better meeting Community Services and Facilities goals and objectives.

Implementation

1. A Community Services Council comprised of staff from the City and relevant service agencies will be established to meet on an on-going basis in order to plan the provision of community services and facilities in a coordinated manner.

2. A neighbourhood Advisory Council will set out implementation measures to be pursued for the provision of required community services and facilities in their local area.

3. Applications for development in any area will be reviewed relative to the community services and facilities needs assessment findings.

4. Appropriate development control mechanisms will be put in place to ensure that any community service and facility needs arising from new development projects are identified by the City and addressed by the proponent of the development.

The above Official Plan Policy Statement would put in place Council's overall position with respect to incorporating the identification and provision of community services and facilities into the planning process. The following Chapters of the Report outline the Model which can be utilized to identify needs, the standards which can be applied to determine the level of services and facilities required, the funding currently available to help meet these needs and a strategic planning process through which the Goals and Objectives of the Policy Statement can be met.

6.0 MODEL FOR PROJECTING COMMUNITY SERVICE NEEDS IN NEW AND CHANGING NEIGHBOURHOODS

6.1 Introduction

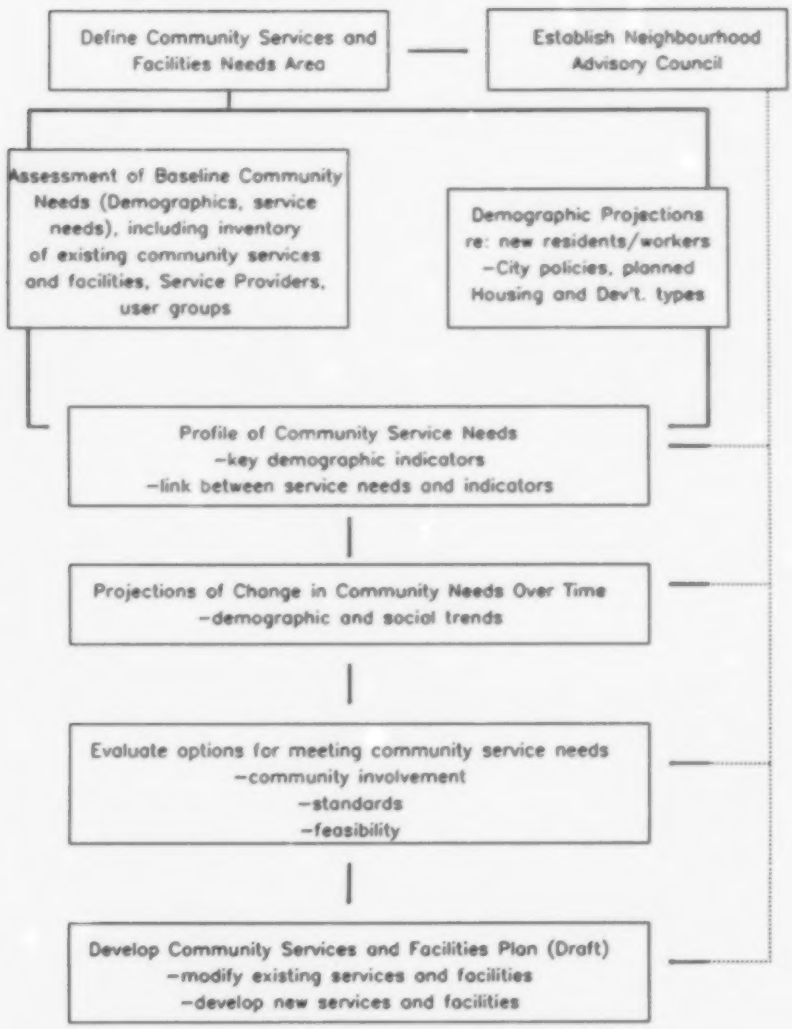
Three major neighbourhood redevelopments are currently being planned or are already underway in downtown Toronto: Ataratiri, the Railway Lands, and Harbourfront. Experience with two earlier neighbourhood redevelopments, in the Frankel-Lambert and St. Lawrence neighbourhoods, has shown that the timely provision of appropriate community services and facilities is critical to the well-being of neighbourhood residents. Once a new neighbourhood has been fully developed, it can be extremely difficult to find sites appropriate for the types of community facilities and services needed. In order to ensure that such services and facilities are in place in new neighbourhoods when and where needed, community space for future needs should be secured at the time of initial development, rather than after the area has been built up.

Several other areas of the city are undergoing or have the potential to undergo considerable residential intensification. Still others change dramatically as new immigrants arrive or as economic conditions and/or housing prices fluctuate. The need for new community services and facilities in these areas can be as critical as the needs of residents in new neighbourhoods. For this reason, neighbourhoods undergoing major changes in residential character should be designated as CSFNAs and should be subject to a community service needs assessment process similar to that for new neighbourhoods.

In order to anticipate the types of community services and facilities that will be needed by residents of new or changing neighbourhoods, one must make projections about the type of community being developed and the social and demographic characteristics of incoming residents. In addition, a link must be established between these demographic characteristics and resident's need for particular types of services and facilities. Existing community service standards can be used to anticipate initial levels of service provision, provided there are clear mechanisms for community involvement and enough flexibility built into the system to allow for adaptation as actual community needs become known or change.

Exhibit 2

MODEL FOR PROJECTING NEIGHBOURHOOD COMMUNITY SERVICE NEEDS


Define Community Services and Facilities Needs Area
Establish Neighbourhood Advisory Council
Assessment of Baseline Community Needs (Demographics, service needs), including inventory of existing community services and facilities, Service Providers, user groups
Demographic Projections re: new residents/workers -City policies, planned Housing and Dev't. types
Profile of Community Service Needs -key demographic indicators -link between service needs and indicators
Projections of Change in Community Needs Over Time -demographic and social trends
Evaluate options for meeting community service needs -community involvement -standards -feasibility
Develop Community Services and Facilities Plan (Draft) -modify existing services and facilities -develop new services and facilities

... Neighbourhood Advisory Council

It can be extremely difficult to find sites appropriate for new community facilities and services in an existing neighbourhood. For this reason, it is important to ensure that existing services and facilities are being used to capacity, are adapted to meet additional or changing needs and that new facilities are phased in as needed. Adequate space should be secured prior to the area's intensification. The process of intensification creates both the need for new services and the opportunity to incorporate new community facilities in planned redevelopment projects. The community needs assessment process for changing neighbourhoods, then, should anticipate the need for new facilities as well as the opportunity for more intensive use of already existing community facilities.

In addition, some neighbourhoods may be undergoing more or less subtle changes related to population aging or turnover. These types of changes can create areas with major community service deficiencies, even though no major redevelopment or intensification has taken place. A city-wide survey of existing community services and facilities with ongoing monitoring of programs by community and user groups should be undertaken in order to ensure that the equity goals identified by the Citizen Task Force of Cityplan '91 are adequately met.

Exhibit 2 (previous page) presents the model for projecting community service needs in an identified neighbourhood or study area. The components of this model are described in detail in this chapter.

6.2 Assessing Demographic Characteristics of New and Changing Neighbourhoods

To project the potential social impact of redevelopment or intensification on a neighbourhood, two types of social and demographic analyses should be undertaken. The first is a baseline community needs assessment of existing residents of the designated study, redevelopment or intensification area. The second is a projection of the demographic characteristics and community service needs of new residents.

It should be noted that population projections can never accurately predict the social and demographic characteristics of future residents. At best, projections provide a starting point for community service planning by indicating broad categories of need. These, in turn, can

be used to anticipate the need for specific types of facilities or for more generic or multi-use community spaces.

6.2.1 Demographic Characteristics and Community Service Needs Among Existing Residents

The baseline community needs assessment should obtain data on existing residents' social and demographic characteristics, on their use and perception of existing community services and facilities, and on their need and preference for additional services and facilities in the area.

While local census data can be used to determine the overall social and demographic characteristics of residents in the area, resident surveys are more useful in determining current patterns of community service use and need. In addition, residents and ratepayer groups, tenant associations, and special needs groups should be consulted about their perception of community service needs in the area. Client or user groups of existing community services and facilities should also be surveyed to determine their perception of the quality of existing services and to identify gaps in service.

6.2.2 Projecting Demographic Characteristics of New Residents

In order to project the social and demographic characteristics of future residents, target populations or a detailed plan of the housing types anticipated for the area is needed. The firmer and more detailed these targets or plans, the more accurate the demographic projections are likely to be. In some cases, stated policies of Council may give an indication of the types of housing likely to be built before detailed plans are finalized, eg. the City of Toronto's policy that 25% of housing in the Railway Lands shall be appropriate for families with children.

6.2.3 Using Planned Housing Types to Project Community Characteristics

In cases where the target population is not already identified, the types of housing planned for the new neighbourhood should serve as the basis for making demographic projections. In addition to the total number of housing units planned for the area and the densities at which these will be built, the number of units having each of the following characteristics should be determined and grouped according to the resulting categories.

1. Housing Tenure and Sector: private ownership, private market rental, condominium, co-operative, private non-profit, public non-profit (eg. Cityhome)

2. Housing Forms: single family detached, single family attached, townhouses, stacked townhouses, low-rise apartments (3 storeys or less), medium-rise apartments (4 to 10 storeys), high-rise apartments (over 10 storeys)

3. Housing Unit types: bachelor, one-bedroom, two-bedroom, three-bedroom, four or more bedrooms

In order to project the demographic characteristics of residents for each of the planned housing types it is important to use the most recent and appropriate local surveys available. These surveys should provide a demographic profile of households living or seeking to live in each of the housing categories established above.

For social housing, demographic data from local waiting lists is more likely to reflect the characteristics of residents moving into the new neighbourhood than data from existing tenant surveys. In addition, different types of social housing tend to attract a different mix of people. Consequently, a demographic profile for each category of social housing planned for the area would be most useful.

For private market housing categories, either local resident surveys or census data from neighbourhoods of similarly valued housing is most likely to reflect the demographic characteristics of future residents.

The resulting demographic profiles for each housing category outlined above should then be stratified according to the projected mix of housing types specified in detailed plans for the new development. This stratified profile forms the initial demographic projection, which along with anticipated pattern of growth and development, may be modified or updated as more concrete information about housing plans materialize.

In existing neighbourhoods, these projections must be combined with the results of the baseline community profile to project the potential impact of intensification on the need for community services. Data about existing residents' service needs should be combined with the service need projections for new residents, stratified to reflect the anticipated proportions

of each. The resulting profile of community service needs would represent the expected changes in service requirements for the neighbourhood following residential intensification.

6.3 Assessing the Need for Community Services

The need for particular types of community services and facilities is not necessarily linked to demographic characteristics in a straight forward and linear fashion. Social and demographic characteristics are indicators rather than predictors of need -- some indicators being more reliable than others. While it is important to anticipate community service needs prior to development, it is equally if not more important to devise a process in which the community can shape the process and form of program and service delivery to meet their own needs.

6.3.1 Key Demographic Indicators

As noted, some social and demographic characteristics are more indicative of community service needs than others. Consequently, the types of data that should be used in making projections about the need for services in new or changing neighbourhoods should focus on the following types of key demographic indicators:

1. Number of Persons (and number of children) per Household: males and females by occupation

2. Number of Persons per Workplace: males and females by type of employment

3. Household Type: single-person, couple (no children), couple with children, single-parent family, extended family, shared accommodation

4. Number and Ages of Children: infants (0-18 months), toddlers (18-30 months), pre-schoolers (2 1/2 to 5 years), school age (5-9), "ten plus" (10-12), youth or teens (13-19)

5. Ages of Seniors: older adult (55-64), young-old (65-74), middle-old (75-84), old-old (85 and over)

6. Household Income: total amount of annual household income and source of income, eg. employment, social assistance, etc.

7. Other Special Needs Populations: immigrants, natives, visible minorities, women and persons with disabilities

6.3.2 Projecting Community Service Needs of New Residents

While some demographic characteristics, such as the ages of children, may have a fairly direct link to the need for a particular community service, such as a school, others are less direct and may fluctuate according to circumstance. Despite the variability of these circumstances, some general types of community service needs are closely associated with particular demographic characteristics.

The total number of persons, number of persons per household or workplace, and number of children per household can be used to project the need for library services, social and recreational facilities, religious services, arts and cultural services and basic emergency services.

The number of single-parent families can influence the need for child care, children's services, income maintenance, community health services, social and recreational facilities, and emergency services.

The number of children of various ages can be used to project the need for child care, children's services, social and recreational facilities, and schools.

The number of seniors of various ages, their health status and income, can influence the need for community health services, home care and support services, social and recreational facilities, and emergency health services.

The number of low-income households and unemployed persons can be used to project the need for income maintenance, legal aid, job training, employment, community health and emergency services.

The number of other special needs populations can indicate the need for specialized health, education, employment, and counselling services for immigrants, natives, visible minorities, women, and persons with various types of physical, developmental and psychiatric disabilities.

6.3.3 Projecting Changes in Community Service Needs

When projecting the need for community services in new or changing neighbourhoods, it is important to remember that residents and neighbourhoods will continue to change over time. Individual needs for community services will change as people move through normal life cycle stages, and as their life circumstances change. Neighbourhood needs for community services change as the overall demographic profile of the community changes.
Some of these changing needs can be projected on the basis of existing social patterns and demographic trends. Others can not. The following patterns and trends are the most useful in projecting changes in the need for community services.

Aging in Place: Increasing life expectancy, improved health among the elderly, and the continuing policy of in-home, rather than institutional, care will lead to an increasing need for specialized services to support seniors living independently in the community.

Social housing tenants tend to be less geographically mobile than households in private market housing. It is most likely, therefore, that more social housing tenants will be aging in place than private market householders.

Women in the Workforce: Increasing numbers of women in the workforce will create a growing need for child care and specialized community health, education, employment and counselling services. Increasing numbers of elderly women, single mothers and women working part-time or in low-paying service sector jobs also creates demand for income assistance, job creation programs, home based care and support services, public safety and other specialized services.

Mobility Factors: Geographic mobility is more common among private market households than social housing tenants. Current rates of turnover in owner-occupied and private market rental housing similar to that planned for the new development can help predict the likely rate of turnover. New residents moving into the neighbourhood are likely to increase the need for information and referral services.

Immigration to Canada increases the need for specialized health, education, employment, counselling and information services to people of varying backgrounds. To make these and other services accessible, there will also be an increasing need for translation services and culturally sensitive programs available at the community level.

Community Involvement: As the local community takes on increasing responsibility for the provision of community services, there will be an increasing need for more structured public involvement in the decision-making process. Community service planning and delivery systems will need greater flexibility and responsiveness to changing community needs and priorities.

6.4 Projecting the Need for Community Facilities

To determine the type, size, form and location of community facilities needed to meet the community needs identified, it is useful to examine existing community service standards and levels of service. However, to plan effective and coordinated community facility development it will also be necessary to keep abreast of ongoing changes in the field and to establish planning links between the Province, Metro, the City, the voluntary community service sector, their clients and other area residents.

To project the need for new community services and facilities, it will also be necessary to evaluate the capacity of existing services and facilities to meet increasing demand. New services and facilities should be considered only if already existing resources cannot be modified to meet changing needs.

Given the limited space available for development in the City of Toronto, as well as the value of providing coordinated and complementary community services in the form of one-stop access, the grouping of compatible programs and services should be encouraged. Sites and facilities should be shared wherever feasible, and service users actively involved with service providers in decision making.

6.4.1 Survey of Existing Community Services and Facilities

To evaluate the potential of existing community services and facilities to meet the needs of new residents, an inventory of existing neighbourhood resources should be undertaken. The results of this inventory, compared with established community service standards and/or existing levels of service in other neighbourhoods, will determine the need for new or modified services and facilities.

The inventory should list service providers, the types of services and programs they provide, the attendance and participation rates for each, the user groups served and the areas from which users are drawn. Service providers should be interviewed about their knowledge of needs and/or gaps in service, and asked to evaluate the potential for serving greater numbers of users, modifying current services, offering additional services, and/or providing integrated services with other providers. Particular attention should also be paid to the extent the service allows for user group and community involvement and control over programming.

The survey should also examine existing facilities in terms of use, operations, location, security of tenure, physical condition and design. The types of community facilities to be examined should include properties owned or leased by the municipal, regional, provincial or federal government, by institutions, conservation authorities, agencies, schools or the armed forces, and by private clubs, theatres, museums, churches, and galleries.

6.4.2 Evaluating Options for the Modification of Existing Community Services and Facilities

To determine whether existing community services and facilities can be modified to meet the needs of new residents, interviews with community service managers and providers should establish whether there are any plans or opportunities for expansion of existing programs or services. Similarly, plans and/or opportunities for renovation, conversion or operational

changes in facilities, or for sharing or joint-use agreements, to expand the types of services and facilities provided should be fully explored and encouraged wherever feasible.

6.4.3 Projecting the Need for New Community Facilities

New community facilities should be included in redevelopment projects whenever there is a projected need for a service or facility that cannot be accommodated through modifications to existing services or facilities in the neighbourhood. In areas where there is a significant need for new community services and facilities, the city should evaluate the possibility of constructing a multi-service community centre similar to those being contemplated for the new neighbourhoods in Ataratiri and the Railway Lands.

Community service planners, providers and users should be involved in planning and designing the new services and facilities. Descriptions of the types of community services and facilities that should be considered in this process, as well as standards which can be used as initial guidelines, are presented in the following chapter.

6.5 The Need for Community Involvement

The need for community services and facilities cannot be based solely on the status quo, because needs change. It is paramount, therefore, that the needs assessment process for community services and facilities in new and changing neighbourhoods reflect the perceptions of service users and providers, as well as existing service standards and levels. In the final analysis, it is the adequacy and equity of service delivery that must be balanced with the funding and implementation priorities of government decision makers.

Because residents' needs for community services and facilities vary from one area to another and because these needs change over time, planning for the provision of these services should include an ongoing process of community consultation involving both neighbourhood residents and community service providers. The more integrated and coordinated the process of service delivery, and the more accessible and responsive the process of decision making with respect to the services provided, the more likely these services and facilities are to meet the changing needs of neighbourhood residents.

As part of the needs assessment process for new and changing neighbourhoods, then, a consultation process should also be undertaken to assess the perceptions of the following key groups:

1. Residents groups, workers, tenant associations, and special needs groups should be consulted about their perception of community service needs in the area. Consultation with representatives of women's groups and of diverse ethnic and racial groups are of particular importance.

2. Client or user groups should be interviewed to determine their perception of the quality of existing services and to identify gaps in service.

3. Service providers should be interviewed about their knowledge of service needs and/or gaps in service, and asked to evaluate the potential for providing expanded, additional and/or integrated services and programs.

4. Planners and designers, elderly and disabled groups should be consulted about access and barriers to current and future services and facilities.

5. All appropriate levels of government, relevant ministries, departments and public agencies should be involved in the planning of coordinated community service delivery, and consulted about possible funding sources for implementation. Each should be required to submit capital forecasts to an organized body responsible for exchanging information, establishing priorities and coordinating community service and facility planning.

According to the Social Planning Council of Metropolitan Toronto, planning has been the "poor cousin" of service delivery and jurisdictional issues in the community services field for some time. It is time, now, to involve service providers, users, and planners to identify community needs and to develop and evaluate appropriate services and facilities, based on principles of inclusion, participation, accountability and equitable access to decision-making.

7.0 COMMUNITY SERVICE STANDARDS AND JURISDICTIONS

7.1 Introduction

Responsibility for the planning and provision of various community services in Ontario has recently been reviewed through the Provincial-Municipal Social Services Review (PMSSR), a study sponsored by the Association of Municipalities of Ontario, the Ontario Municipal Social Services Association and the Ministry of Community and Social Services. By examining existing standards and jurisdictions, as well as anticipated changes, it is possible to construct an initial set of guidelines for determining the need for new community facilities in new and changing neighbourhoods.

It should be noted, however, that some community services and facilities lend themselves to more concrete standards and a clearer delineation of municipal responsibility than others. In some cases, the agency providing the service already plans for the needs of new residents quite adequately and autonomously. In others cases, few standards if any exist. And in still others, the problem is not one of defining standards for the services and facilities, but finding enough funds to provide any services at all. The discussion that follows reflects these differences.

7.2 Social Services

For purposes of this study, social services include child care and children's services, income and employment services, home care and support services for the elderly, information and referral services, and emergency shelters and hostels. Arts and cultural services and facilities are discussed in a separate section (7.8).

Jurisdiction is variously divided between the province and Metro depending on the service, with much of the province's costs paid by the federal government through the Canada Assistance Plan. Voluntary or non-governmental organizations deliver many of these services, as well. Fragmentation of responsibility for service provision and funding has led to an emphasis on institutional rather than preventive services, though this has begun to change in some fields.

According to the Social Planning Council of Metropolitan Toronto's "Social Development Strategy for Metropolitan Toronto" (May 1990), goals for social service development should include equity and participation, prevention, coordination, responsiveness and access. In particular, there should be more equitable access to social services among ethnic and racial minorities.

7.2.1 Children's Services

Children's services refer to child welfare, child and family intervention, child treatment, child development, community support, and services for young offenders. Those who work with young offenders also report a need for more group homes to better serve and support their clients.

The Province currently has primary responsibility for the management of children's services. Children's Aid Societies (CAS) provide child welfare services at the local level and municipalities currently pay 20% of CAS budgets. Other children's services are operated directly by the Province or administered through non-governmental agencies. Children's Aid Societies are chronically understaffed and overworked. PMSSR recommends that the Province take over 100% of funding and management responsibility, and share delivery with the voluntary sector.

Standards: It is estimated that every 1,000 households produces five family service cases and one or two children in need of care. Case workers are added or transferred internally when need is evident or according to regular agency planning cycles. Average workloads for Children's Aid Societies front line staff are 15 cases per worker, and for Young Offenders staff are 30 cases per parole officer.

Children's Services are best provided within close proximity to other needed services, such as income assistance, child care, counselling, health care and recreation services or in a multi-purpose community centre. A meeting room, a small interview room, secure office and storage space, and parking are needed. The space could be shared.

7.2.2 Income Services

Income services refer to General Welfare Assistance (GWA), Family Benefits Allowance (FBA), Supplementary Aid, and Special Assistance. Responsibility for income maintenance is divided between the Province and the municipalities, with the municipalities administering GWA and the province usually administering FBA. Other programs are usually at the discretion of the municipality, and many voluntary organizations may be involved in service provision. Groups of highest need are singles, the homeless, street youths and migrants to Toronto.

PMSSR recommends combining FBA and GWA into one program, and having the province take over 100% of funding and management responsibility for both Income Support Services. The upper-tier municipality, i.e. the Municipality of Metropolitan Toronto, would deliver the service, which would become accessible at a one-stop location.

Standards: To estimate the number of social assistance staff workers needed in a new neighbourhood or development, Metro Community Services uses a ratio based on the projected number of households on social assistance and the current average of workers per case. There are currently an average of 85 cases per front line GWA worker, and 364 cases per front line FBA worker. It is assumed that these ratios will change when the programs are combined. Requests for additional staff originate in local offices and must be submitted in July prior to the implementation year.

Income maintenance services require a central neighbourhood location that is fully accessible to disabled persons. Space for private interviewing, meetings and telephone calls are needed. Space could be shared.

7.2.3 Employment Services

Employment services refer to federal and provincial employment programs, vocational rehabilitation services, sheltered workshops, and municipal employment programs, which include assessment, referral, counselling, financial assistance and other services.

Vocational rehabilitation, which is funded and operated by the Ministry of Community and Social Services under the Family Benefits Allowance program, has identified people with disabiltiies and sole support parents as prime target groups. These programs have long waiting lists and are short of staff.

Other employment services are primarily the responsibility of the federal government, though the City and Metro provide some services and can be influential in determining the level of federal service provision. Access to employment opportunities, job and skill training programs, and related counselling services should be provided as one-stop access.

PMSSR recommends that the current cost-sharing arrangement for Employment Services continue as it is. The federal and provincial governments would pay 100% for their own clients, and the province and municipalities would share costs 80:20 for municipal employment services.

> **Standards**: There are no standards or requirements to provide job creation or employment programs and services in local communities. The City of Toronto Institute on Women and Work is currently sponsoring research to propose innovative models for the development of linkages between housing and training/employment creation programs for special needs groups in the local community.

7.2.4 Home Care and Support Services

Home care and support services for the elderly and the disabled, and elderly person's centres are increasingly needed in the community to meet the goals of the Province's "Strategies for Change: Comprehensive Reform of Ontario's Long-Term Care Services" (1990). The report is co-sponsored by the Ministry of Community and Social Services, the Ministry of Health, the Office for Senior Citizen's Affairs and the Office for Disabled Persons. It outlines the Province's policy of decreasing support for institutional care and its intention to develop a coordinated system of services to meet the needs of individuals living in the community who have functional dependencies related to physical disability and/or aging.

The Home Care Program provides visiting health and support services to individuals requiring in-home services to avoid or delay admission to an institution or to promote early hospital discharge. Medical referrals are required and service is provided by 38 local boards Province wide. The program is funded by the Ministry of Health with capital costs shared with the municipality on a 50:50 basis.

Home support services include the Home Support Program, homemaking and nursing services, outreach attendant care, day programs, Elderly Persons' Centres and other specialized services for the elderly and/or physically disabled. The Home Support Program provides homemaking, home maintenance and other home help services. Elderly Persons' Centres provide social, recreational and cultural activities to seniors through daytime drop-in centres.

The Province currently funds 70% or more of home support services for the elderly and disabled, and up to $30,000 of the annual operating costs for an Elderly Persons' Centre, with the remainder of costs in Toronto coming from Metropolitan Toronto Community Services. The Ministry of Community and Social Services and the Ministry of Health are responsible, sometimes singly and sometimes together, for the provision of various other home support services.

PMSSR recommends that municipalities take over management responsibility for all Home Care and support services, and that provincial/municipal cost-sharing be set at a ratio of 75:25 for capital as well as operating expenditures.

Standards: It is estimated that 10% of those age 65 or over need some in-home services, and 2% need services involving daily visits. Home care and support services for the elderly and the disabled, and an elderly persons' centre with recreation and day care space, should be provided as one-stop access or as part of a multi-purpose community centre where feasible. Services need to be especially responsive to language and cultural needs of different ethnic groups.

It is estimated that 21 gross square feet per person are needed for an Elderly Persons' Centre, and that 31 gross square feet are needed for an elder day care centre with office and clinic space, therapeutic and whirlpool baths, washrooms and storage.

7.2.5 Information and Referral Services

Information and referral services include community information centres, legal aid clinics, and many other voluntary community agencies. Community information centres in Toronto are incorporated non-profit charitable organizations.

The Community Information Centre of Metropolitan Toronto publishes a directory of community services in Metro, called the "Blue Book," as well as a variety of pamphlets on specialized human services. They also provide telephone and walk-in referrals to a vast array of community service agencies. The Centre receives major funding from the United Way of Greater Toronto, the Municipality of Metropolitan Toronto, and the Province of Ontario.

Legal aid clinics provide assistance on specified and quite limited areas of law, such as landlord-tenant problems and immigration. Services are provided on a sliding scale based on financial eligibility. Legal aid clinics are funded by the Ontario Legal Aid Plan, and tend to be seriously understaffed.

PMSSR recommends that municipalities take over management responsibility for all information and referral services, and that provincial/municipal cost sharing be set at a ratio of 75:25, with capital expenditures cost-shared on the same basis as operating expenditures.

> **Standards**: If a new development is within the catchment area of an existing information, referral or legal aid service, a satellite office may be recommended in shared space or in a multi-purpose community centre. The planning cycle for these types of services is usually one year.

7.2.6 Emergency Hostels and Shelters

Emergency shelters and hostels, transition shelters and counselling for victims of family violence are most often provided by municipalities and the voluntary sector. The Province tends to be involved as a partial funder, with funds also coming from the municipal and voluntary sectors.

The Ministry of Housing provides capital funding for transitional housing, while Ministry of Community and Social Services provides capital funding for long term hostels and shelters.

PMSSR recommends that municipalities take over management for all emergency hostels and shelters, and that costs be shared by the Province and the municipality 75/25, including both operating and capital costs.

Standards: The need for emergency shelters and hostels is projected by the Hostel Operation Unit of Metro Toronto Community Services Department based on statistics provided by service agencies. It is estimated that the most acute need is for supportive housing for chronic shelter users, battered women, single mothers, the disabled, ex-psychiatric patients, the homeless and elderly who do not qualify for Homes for the Aged.

Planning cycles take three to six years and should begin during the initial stages of neighbourhood development, not after the community has begun to grow.

7.3 Child Care

Child care includes centre-based care, private home care, subsidies to parents in financial need, and other parent-child support services, such as drop-ins, after school programs, and emergency care. The Day Nurseries Act groups child care services and standards by age: infants 0-18 months, toddlers 18-30 months, pre-schoolers 2 1/2-5 years, school age 6-9 years, and (recently added) "ten plus" 10-12 years. The needs of children 13-16 years old are not included.

The Province is responsible for licensing and supervising child care services in day care centres, nursery schools and private home day care agencies. The Ministry of Community and Social Services administers direct operating grants and approves subsidies. Municipalities' involvement in child care is discretionary. Some municipalities, both upper and lower tier, operate programs directly, participate in planning and monitoring child care services, and administer subsidy funds.

Child care involves a fee for service which is paid either by the family or by Metro Children's Services, when subsidies are involved. Subsidy costs are currently cost shared by the federal/provincial/municipal governments on a 50:30:20 basis.

PMSSR recommends that municipalities assume all responsibility for service management, but that the Province continue to legislate standards. Its provincial/municipal cost-sharing recommendation is 75:25, with service delivery remaining a mix of municipal and non-government service providers.

Metro's policy, outlined in "Blueprint for Child Care Services in Metro Toronto: A Realistic Response to Need" (1986), and reaffirmed in a report that was to be adopted by Metro in 1990 [36] emphasizes the need for expansion and age equity. It has been estimated that 63% of women with children age six and under work outside the home. While the City of Toronto's workplace day care program is meeting the needs of many downtown employees (and providing rent-free space to non-profit operators), residents face an urgent shortage of child care spaces, particularly for infants and toddlers. Space constraints in existing child care centres, the lack of wheel chair accessible centres, and shortages of staff and funds are common problems.

> **Standards**: To determine the number of children needing the services of a group centre, Metro Children's Services uses an estimate of 50% of children age ten and under. They also estimate that half of those needing care will require subsidy. Child care resource centres suggest that the need for child care services increases to 70-75% of children ten and under among high need populations, such as single-parent families.
>
> It is estimated that the minimum size for the successful ongoing operation of a group child care centre is 52 children: 10 infants, 10 toddlers, and 32 preschoolers. The preferred model for child care services is the neighbourhood "hub." The hub model provides one-stop access to group day care, licensed home day care, emergency child care, night and shift-worker child care, toy lending library, and parent-child drop-in services. The preferred locations for child care centres are in community/recreation

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[36] This report entitled "Face of the Future - 1990: A Comprehensive Review of Child Care," was prepared by the Department of Community Services, at Metro Toronto.

centres, social housing developments, schools and workplaces. The child care hub would be best located in or near a multi-use community centre.
Infant and toddler services may be best in housing developments, while pre-school day care and nursery schools are best provided on independent sites. Agreement between the Ministry of Community and Social Services and the Ministry of Housing is needed to facilitate child care arrangements in social or private housing developments.

Child care services for school age children are best included in school buildings. The Ministry of Education currently requires new schools to incorporate a non-profit licensed child care centre and funds the capital costs of the facility. In existing schools, however, the Ministry of Community and Social Services' policy, outlined in "New Directions for Child Care" (1988), relies on surplus space, which is declining due to other educational initiatives. Many school boards have a child care consultant to assist with planning and design. The Ministry of Community and Social Services establishes minimum indoor and outdoor space requirements.

7.4 Education

Education refers to public and separate schools, life skills development, upgrading courses, English as a Second Language (ESL), job and skills training, and basic literacy and numeracy.

Public and separate schools offer a wide range of community programs including French, Heritage languages, ESL, Adult education and Continuing education courses. There is also a need to strengthen the multi-cultural programs in primary and secondary education to assist immigrant and minority children to "catch up" with their more advantaged peers.

To project the need for new public and separate schools, one must compare the projected number of school age children that will be moving into the new neighbourhood with the number of spaces available at existing nearby schools.

Schools should be located a convenient walking distance from the farthest home and should be isolated from traffic, noise, and danger. While school boards prefer free-standing school

buildings, the shortage of new sites available in the City of Toronto and other municipal goals suggest the need for more shared or joint-use projects involving schools and other compatible uses, such as housing and community/recreation centres.

Standards: The Ministry of Education sets out site specification standards for school development, while the Metro Toronto School Board establishes its own criteria. All new schools are required to have classrooms, kindergarten, and additional facilities for special education, art, music, laboratories, general purpose rooms, a learning resource centre, health, guidance, change rooms and offices. School yard specifications include areas for "hard" and "soft" surfaces. Local boards of education submit applications to the Ministry of Education. Current planning cycles are three years.

7.5 Health Care

Health care services refer to public health services, community health clinics, community extensions of existing hospital programs, and specialized services for women, youth, alcohol and drug abusers, and other special-needs populations. There is a general need for more preventive health services, but fragmentation of funding and provision responsibilities makes these services more difficult to develop and coordinate than institutional health services.

7.5.1 Public Health

The Ministry of Health is responsible for establishing guidelines and program standards for all mandatory health programs. While these are detailed and complex, they do not include levels of service, number of staff nor amount of space required for public health services. The City of Toronto Board of Health and Public Health Department are responsible for interpreting these guidelines and determining actual program requirements, but again no formulas for staffing or space requirements have been established.

Public health services normally occupy store front or second storey office spaces. The Medical Officer of Health or designate will undertake site specific planning on request, and is interested in participating on a planning team for a multi-service community centre or on a community services planning team for any new development.

7.5.2 Hospital Extensions

Several acute care hospitals in the City of Toronto are in the process of merging, reorganizing, or developing community-based programs and services. The Ministry of Health provides hospitals with funds to operate Community Health Organizations, based on the number of persons served in a defined neighbourhood. Several such programs have been approved to date, but none is yet operational. The hospital normally initiates planning for Community Health Organizations and, along with physicians, maintains control of the operations, though the community may be consulted and involved.

7.5.3 Community Health Centres

Neighbourhood-oriented community health centres include Health Service Organizations (HSO) sponsored by physicians or community groups, and Community Health Centres (CHC). The differences between these relate to the degree of community control provided in the governing structures and the method of funding.

The Ministry of Health funds both HSOs and CHCs. Different types of services are funded either on the basis of persons served in the community, or as block funding for specific programs. CHCs provide for the most community involvement and control, and the most flexible program funding. They are sponsored and managed by an incorporated non-profit community board including CHC users and other interested community members. Rather than fees-for-service, all physicians and staff are on salary or contract, and are responsible to the CHCs' community boards.

Community Health Centres provide preventive physical and mental health services for one or more priority groups, such as youth or single parents. They encourage links with other health, social and community services, and provide for community involvement in planning and management of the centre. The CHC emphasizes health in a broad community and family context, focusing on health promotion and illness prevention. Clients are encouraged to be actively involved in assessing their own health, making treatment decisions and taking responsibility for their health.

Standards: Community Health Centres generally have a multi-disciplinary team of health educators, nurse practitioners, nutrition counsellors, physicians, social workers

and community outreach workers. The facilities are designed and located to improve access to health care and other community services and programs needed by their priority groups.

Preferred locations are within multi-service community centres or integrated with other health and social services. Procedures for establishing a CHC are outlined in "How to Apply for Funding for a New Community Health Centre," published by Ontario Ministry of Health in January 1990.

Private medical and health practitioners also require convenient, accessible space in commercial developments, though precise requirements for such space cannot be determined.

7.6 Recreation

Recreation services refer to public parks and recreation programs, community centres and recreation centres.

7.6.1 Parks

Parks are almost always operated by the municipal government, and parks planning has become quite sophisticated. Detailed standards are available to compare green space provisions within the city and with other jurisdictions. In general, Toronto has a good network of public parks, although new neighbourhoods planned for former industrial sites and changing community populations make it necessary to provide additional park lands in some instances.

Section 41 of the Planning Act makes provision for the municipality to require developers to provide land for park or public recreation purposes, or make cash payments in lieu. Additional funding is normally available through the civic budget process, and the traditional land use planning process has normally provided for careful analysis of park and public space needs.

7.6.2 Community and Recreation Centres

There are three basic models of community or recreation facilities that should be considered in neighbourhood planning. The three differ in services offered, governance structures and financing.

Recreation Centres: The City of Toronto Parks and Recreation Department operates 26 Recreation Centres throughout the city, with two more centres approved for development. Approximately half the centres share space with school facilities and operate under joint use agreements. City-operated centres are funded almost entirely from tax revenues, as a direct departmental function, and provide almost all programs without charge. Facilities usually include gymnasiums, pools and general use space. Programming emphasis is very broad, but is primarily recreation oriented.

Most Parks and Recreation Department facilities have an Advisory Council of members drawn from the local community. These councils influence program directions and priorities by raising local needs and issues.

The City also operates public recreation areas, including 26 outdoor rinks, 12 outdoor pools and has recently approved construction of a new roller skating rink.

The Association of Community Centres (AOCC): The Association of Community Centres groups together nine community centres which are largely civic funded, but operated by Boards of Management rather than by the Parks and Recreation Department. Each centre has an independent, elected Board of Management responsible for all aspects of operations and accountable to the community and to the City through the specific Bylaws that establish the Boards.

AOCC centres provide a broad range of services which encompass both recreation and community social programs. They have less emphasis on recreation than city-run centres and are more oriented to providing community and social services. These services include support and discussion groups, legal and health clinics, programs for special groups such as lesbians and gays, tenants, alcohol and drug users, or ex-psychiatric patients. A wide range of programs for parents and children is provided.

The City provides funding for capital costs, administrative services and building maintenance, but the centres raise all funding for program delivery. Additional sources of funding are varied but include Ministry of Community and Social Services, Employment and Immigration Job Training and Development funds, Secretary of State, and the Ministry of Citizenship, Culture and Communications.

Toronto Association of Neighbourhood Services (TANS): TANS is an association of six independently operated Neighbourhood Houses based on the traditional Settlement House model pioneered across North America during the last century. Programming has adapted over the years, but typically Neighbourhood Houses still operate in the most socially disadvantaged neighbourhoods, offering a broad range of community based social and self-development programs.

Governance is by independently elected community boards that exercise full responsibility for both capital and operational funding of Neighbourhood Houses. Funding sources are even broader based than for AOCC centres, but most Neighbourhood Houses receive general and/or recreational grants from the City to implement specific recreation or social programs.

Determination of the need for a community centre and choice of operating and funding mechanisms is one of the most crucial components of needs assessment. The City encourages involvement of members of the local community and voluntary agencies in this process. If need is demonstrated, the City will provide both capital and operational funds, will sometimes offer the use of civic-owned land or buildings, and will share maintenance costs. Other sources of funding are encouraged and any proposal submitted to the City must include a detailed forecast of both capital and operating expenditures.

The City has an established process for preparing proposals for new recreation and community centres. The process is outlined in Appendix C, known as "Appendix "F": Procedures for Future Development of City Funded Recreation and Community Centres."[37] While the process is fairly detailed, it is largely limited to a review of recreation programs

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[37]. City of Toronto. Final Report: Community Task Force on Neighbourhood Social and Recreational Services. July 1982. Appendix "F".

in existing communities and does not consider the need for a comprehensive range of social and community services.

Standards: Following the 1982 Task Force Report on Neighbourhood Social and Recreational Services, the City analyzed existing recreation facilities and developed a listing of socio-economic indicators by census tracts -- "Recreation in Toronto: A Game Plan For the '80s." [38] A comprehensive range of existing facilities was assessed to determine the per capita distribution by area of the City. These results (summarized in Table 1) are those calculated in 1984. The figures are currently being updated by the Department of Parks and Recreation. While these are not standards, but a calculation of existing service levels, the results provide a guideline for the provision of City-operated recreation centres. No standards or guidelines for AOCC or TANS community centres have been determined.

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[38] City of Toronto. Recreation in Toronto: A Game Plan for the '80s. Planning and Development Department. 1984.

TABLE 1:

Provision of Public Recreation Facilities

Facility	Persons per Facility (City Average)
Arena	66,500
Artificial ice rinks	16,000
Indoor pools	9,500
Outdoor Pools	43,000
Hardball, regulation	31,500
Softball, regulation (lit)	54,500
Softball, regulation (unlit)	13,500
Hard/softball, scrub	8,000
Football, regulation	13,500
Soccer, regulation (lit)	N/A
Soccer, regulation (unlit)	28,500
Scrub fields	10,500
Track, regulation	35,000
Tennis (lit)	5,000
Tennis (unlit)	6,000
Regulation gym	1,800
Auditorium/room	18,000
Based on Number of Children 0-14	
Natural Ice Rinks	1,300
Wading Pools	800
Playgrounds	400

Source: Recreation in Toronto: A Game Plan for the '80s.

7.7 Library Services

The Toronto Public Library Board operates a comprehensive system of neighbourhood-oriented public library services throughout the City. These include collections of books and other materials, Library-on-Wheels and other outreach programs, as well as a range of educational, multi-cultural and recreation programs for the community.

Operating costs of library services are largely covered by the City of Toronto and annual grants from the Ministry of Culture and Communications. Most capital funding comes from the City as well, though a limited amount is available from the Ministry of Culture and Communications. The Library Board's planners develop long-range needs assessments and capital forecasts, which must be approved by the Library Board before being submitted to the Budget Review Group of the City.

Toronto currently has a network of 32 neighbourhood libraries with three more approved and in the final stages of development. The Planning and Property Services Division of the Toronto Public Libraries is currently developing a comprehensive set of guidelines for determining the need for new library services, space, location and design requirements. These guidelines will be based on a review of existing standards that have evolved over the years.

Standards: The Toronto Public Library Board has no precise standards for determining the need for additional services. However, it is estimated that the typical branch serves an area of approximately one square mile, and has an average of 0.7 square feet of library space per resident. For new neighbourhoods, a population of over 10,000 is assumed to require a full service branch library.

Library branches should be centrally located, preferably in a visible location on a major traffic artery or intersection, with good pedestrian and transit access. Storefront locations in proximity to shopping, schools or community facilities are desirable. Libraries may consider locating in a multi-service facility provided it is well designed and located.

7.8 Arts and Culture

Arts and culture facilities include performance spaces, galleries, and multi-use spaces. Arts and cultural activities are extremely diversified and while most cater to city-wide audiences, some cater to quite specific audience groups. Space for cultural activities is growing exceedingly scarce in many areas of the city, and many existing facilities may be lost, particularly in those areas subject to rapid escalation in land prices and rents.

The Toronto Arts Council in a 1988 report "No Vacancy: A Cultural Facilities Policy for the City of Toronto" [39] stated that the shortage of cultural facilities had reached crisis proportions. They called upon the City to establish a Cultural Facilities Support Fund to provide capital grants for the acquisition and renovation of cultural facilities. The fund was established with an annual budget of $1 million for 1989 and 1990, with subsequent annual allocations to be determined by the Budget Review Group and City Council. This fund can provide civic seed money for cultural facilities. All senior governments will also consider capital funding requests for cultural facilities, but there are many proposals competing for the available funds. Sources of operating funding are extremely diversified, but in addition to government sources, significant funding comes from box office revenue and private and corporate contributions.

It is not necessary to plan for a full range of cultural programming at the neighbourhood level. However, as neighbourhoods develop, planners should look for opportunities to establish small performance facilities, galleries or multi-use spaces suitable for use by local cultural groups. In particular, diverse ethnic groups and a range of multi-cultural activities should be encouraged. These groups can benefit from local performance facilities and outdoor performance venues, community halls for festivals and special events, and classrooms for language and folk arts instruction.

There should also be adequate provision for public art. Neighbourhood plans should include works of art as part of all public facilities and parks spaces. The design of such facilities should allow appropriate spaces for future arts works, as well. If the City develops specific policies to encourage or stipulate that a percentage of all construction be dedicated to public

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[39] Toronto Arts Council. No Vacancy: A Cultural Facilities Policy for the City of Toronto. Toronto. 1988.

art, then consideration should be given to applying this policy in residential neighbourhoods as well as in the core.

Standards: Precise standards for programming, size, location and design of neighbourhood arts facilities do not exist. When planning facilities, it is important to understand how they will fit into the overall fabric of cultural facilities of the City. Plans for neighbourhood facilities should be developed in concert with the Toronto Arts Council.

7.9 Religious Services

Religious services include churches, synagogues, temples, mosques and other houses of worship. Many provide religious counselling, educational outreach programs, special programs for seniors or youth, food banks, clothing distribution, and a variety of other services to the community.

While it is virtually impossible to anticipate the need for specific religious services in new or changing neighbourhoods, the Interfaith Planning Group, with representatives from various faith groups, works together to meet local community needs for religious and other related services.

In addition, an evaluation of existing religious services located in the area can give some indication of the capacity of these organizations to meet the needs of new residents. Store front or satellite worship centres with office space should be considered for the initial phase of development in new neighbourhoods. Funding is normally provided by the congregation, the organization's fundraising efforts, and charitable donations.

7.10 Public Safety Services

Public safety services are amongst the most basic provided by the municipality and include police, fire fighting and emergency ambulance services. All operate 24 hours a day, seven days a week and every day of the year.

Personal safety is an increasing concern in Toronto as crime, drug abuse and domestic violence appear to be on the rise. Counselling for victims of domestic violence, community programs aimed at preventing substance abuse and violence, and other types of services aimed at preventing and responding to emergencies should be given more consideration.

7.10.1 Police Services

Police services are provided by the Metropolitan Toronto Police Force. Many functions are highly specialized and centralized, or provided at the district level, which covers very large geographic areas. Districts are further divided into divisions, which often cover several neighbourhoods. Planning for neighbourhoods services should involve the police, at least at the divisional level.

The bulk of police services are provided by uniformed officers. Police services operate around the clock, and are highly mobile by design. They are organized on a fairly large geographic unit in order to be most effective, though there is a movement towards more community based policing by uniformed officers and the police have an extensive network of Community Relations Officers at the neighbourhood level.

The Police Community Relations Officers are involved in extensive collaboration with local service agencies and provide a comprehensive range of community based services, in addition to enforcement and protection. In cooperation with local agencies, the Community Relations Officers provide services such as counselling, referrals to social agencies, school programs, race relations, and public education and awareness programs on public safety, drug and alcohol abuse. An important function of their work is constant liaison with all sectors of the local community to keep abreast of local issues and to assist the community in dealing with public safety issues.

An important function of the police is to comment on safety in design of new communities, major buildings and even individual residences. Improved design may alleviate many opportunities for criminal activity and improve public safety.

Cost of service provision and new facilities can be accommodated within the existing approval mechanisms of the Metropolitan Toronto Police Force and Metro government,

although neighbourhood input can influence the provision of community based policing services.

Standards: General police service standards and deployment are not an issue for this report, but the local police division should be involved in neighbourhood planning studies. They need demographic projections to plan their overall service to the community. The location of divisional or satellite police offices can be planned in cooperation with the Neighbourhood Community Services Planning Team, including analysis of the possibility of including a police unit as part of a multi-use community facility.

7.10.2 Fire Fighting

The Fire Department of the City of Toronto, provides fire fighting and prevention services through a network of 27 stations at various strategic locations across the city. The service can operate independently of other services and for emergency purposes depends largely on response to 911 telephone calls.

Location of fire halls needs careful consideration to ensure quick access to all sites that must be covered by a particular station. All fire halls operate from separate facilities, although in two cases they are in immediate proximity to police stations. The Department has prepared an overall Master Fire Plan delineating long term service needs. Generally the City is well served by fire fighting and prevention services.

At the neighbourhood level fire fighters are active in home inspections for fire safety and hazards, and in "Pre-Fire Planning," a similar safety and inspection program for business establishments. The Fire Department provides additional prevention services through detailed plan review of all major structures and developments. This service is provided through three district offices.

Virtually all fire department funding comes from municipal taxes and requests for new service levels, staffing or facilities must go through the standard Budget Review Process.

The Fire Department should be consulted during the neighbourhood planning process.

7.10.3 Ambulance Service

The Ambulance Services Department is operated by the Municipality of Metropolitan Toronto. The Department operates out of a variety of locations in the community including Fire Departments, leased premises and stand-alone Metro owned facilities. They work closely with the Metro Planning Department to determine future growth scenarios and population shifts, and are interested in working with the City of Toronto Planning and Development Department to determine if options exist for providing new facilities as part of the development process.

The Ambulance Services Department does not have a precise formula for determining when a new service unit is required, though population size, age of structures and socio-economic levels are considered important. The Department does have a sophisticated statistical monitoring system as part of the computer-aided dispatch system. This system is used to monitor the frequency and type of calls received from different neighbourhoods and to plan the distribution of ambulance services accordingly.

The Department has a five year capital planning cycle, and can generally accommodate capital and operating requirements within their existing funding arrangements.

8.0 FUNDING SOURCES FOR COMMUNITY SERVICES AND FACILITIES

8.1 Introduction

In addition to securing community services and facilities through planning mechanisms (i.e. Bill 20, etc.), private and public sources may be approached for funding. We examine funding sources for the nine categories of community services identified in Appendix I, outline trends in charitable giving and voluntarism, and review the recommendations for changes to federal, provincial and municipal funding of social services by the Provincial-Municipal Social Services Review.

8.2 Funding Sources

Funding for community services comes from a wide variety of sources depending on government jurisdictions and policies, and on community initiatives. The following discussion of funding sources focuses first on cost sharing agreements between the federal, provincial and municipal governments, second on funding programs provided exclusively by the municipal government, and finally, on funding sources in the voluntary and private sector.

The following resources were used to identify funding sources for community services and facilities: "Ataratiri: Study of Community and Social Services," (Final Report) by S.A. Raiken, for City of Toronto Housing Department, April 4, 1990; "Final Report: Community Task Force on Neighbourhood Social and Recreational Services" by the City of Toronto, July 1982; "Recreation in Toronto: A Game Plan for the 80's" by the City of Toronto Planning and Development Department, 1984; "Provincial-Municipal Social Services Review," by Association of Municipalities of Ontario, Ontario Municipal Social Services Association, and Ministry of Community and Social Services, (Discussion Paper, 1988), (Report, 1990); "Government Grants for Municipalities," by The Starr Group, 1985; and telephone interviews with staff of Ontario Ministries, Metro Toronto, City of Toronto and other organizations involved in funding community services and facilities.

8.2.1 Social Services

Social services include services related to employment, children's aid, income maintenance, home care and home support, specialized needs of seniors, disabled persons, women, children and ethnic communities, neighbourhood legal services, community information and referral, emergency services, such as rape crisis, family violence and child abuse, emergency shelters and hostels.

(a) Federal/Provincial/Municipal Cost-Sharing Programs

The planning, delivery and funding of social services are carried out by many participants including the Province of Ontario, Municipality of Metropolitan Toronto, City of Toronto, voluntary community organizations and their provincial associations, non-profit service providers and private organizations.[40] The Federal Government also provides cost sharing to provinces through the Canada Assistance Plan to fund approved social service programs.

The Provincial-Municipal Social Services Review (PMSSR) has noted an emerging pattern of increasing provincial responsibility for the development and financial support of social services. "Municipalities and local organizations continue to play a role, and an important one, but the scope of their involvement has narrowed over the years, and their influence over decisions affecting the social services network has declined."[41]

There are numerous funding programs available for social services. Tables 2 and 3 illustrate cost-sharing ratios for all social service programs among the three levels of government. The following discussion highlights a select number of social services and programs.

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[40] Association of Municipalities of Ontario, Ontario Municipal Social Services Association and Ministry of Community and Social Services, **Provincial-Municipal Social Services Review. A Discussion Paper.** 1987. p. 1.

[41] Ibid. p. 16.

Child Welfare Services

Child Welfare Services are provided by the Metro Children's Aid Society, the Catholic Children's Aid Society, and the Jewish Family and Children's Service. Each of these agencies, under the Child and Family Services Act of 1985, investigates cases of suspected abuse or neglect, provides guidance, counselling and preventive services to families, provides care and supervises children committed to the Society, places children for adoption, etc. Children's Aid Societies are funded 80% by the federal and provincial governments and 20% by the municipality. Native Family and Children's Services are funded entirely by the federal and provincial governments.

Other services for children funded by the government include: child and family intervention services for children with social, behaviourial or emotional problems; child treatment services for children with mental or psychiatric disorders; child development services for developmentally handicapped children; young offenders program; and community support programs which provide a range of prevention, research and development, planning and general support services to children and families. In general, these programs are financed 100% by the federal and provincial governments.

Income Maintenance/Employment Services

The principal income maintenance and employment programs are Family Benefits (which include services to persons with disabilities), General Welfare Assistance provided by the Province, and Unemployment Insurance and other employment and job creation programs of Employment and Immigration Canada.

General Welfare Assistance is short-term assistance provided by Metro Toronto Community Services Department through local catchment area offices (under the General Welfare Assistance Act). Short-term assistance helps meet basic expenditures for food, clothing, personal requirements, utilities, household supplies, shelter and fuel.

Family Benefits is long-term financial assistance provided by the Ministry of Community and Social Services (MCSS) through Toronto Area Offices (under the Family Benefits Act). Services provided by local catchment area offices are: financial assistance and benefits, referral of clients to employment programs and other community services, assistance to clients in pursuing other available income, vocational assessments, training, placement and counselling services.

Municipalities that provide allowances and benefits to clients under the **Indian Welfare Services Agreement** and to non-resident clients under the **General Welfare Assistance Act** are reimbursed 100% by the provincial government.

Special Assistance and Supplementary Aid programs cover exceptional items not provided under the General Assistance and Family Benefits programs (i.e. surgical supplies, moving expenses and prosthetic devices). The different programs are applicable to different clients. Cost-sharing for Special Assistance is 50:50 federal-municipal, while Supplementary Aid is funded on an 80:20 provincial-municipal basis.

Other income maintenance-related programs include Employment Opportunity Projects, the Emergency Shelter and Assistance Program, and Family Counselling. The cost of these programs is shared by the three levels of government. Cost-sharing ratios differ among and within individual programs.

Approved **Welfare Administration Costs** are shareable under the Canada Assistance Plan on a 50:50 basis by the federal and municipal governments. Administrative costs eligible for cost-sharing are salaries and wages for staff within social services departments, travel expenses, research and consultation services and computer services.

Services for Elderly and/or Persons with Disabilities

There are a wide variety of community-based services for seniors and/or persons with disabilities which are funded by the Province, municipality and

charitable and voluntary organizations. A number of relevant programs and services are described below.

Homemakers and Nurses Services Program is a program usually administered directly by municipalities. The program serves both elderly and physically adults with disabilities. Clients pay according to their ability and the remainder of the program costs are shared between the Ministry and the municipalities on an 80:20 basis.

Home Support Services are provided by a variety of non-profit agencies and municipalities through their Elderly Persons' Centres or Homes for the Aged. The services are provided to help seniors and persons with disabilities remain in their own home and include four types of services: Respite Care (care giver relief); Attendant Care (e.g. bathing, dressing); Homemaking Assistance (home help and personal care); and Home Help (cleaning, shopping and laundry). MCSS will fund 70% of approved total operating expenditures of home support programs including day care with the remaining 30% to come from user fees, municipal contributions and/or voluntary fund-raising activities.

Elderly Persons' Centres provide a number of programs including social, recreational and cultural activities. The centres are operated by municipalities (40%) and non-profit organizations (60%). The Ministry provides 50% of the operating costs up to a maximum of $30,000 per year based on actual expenditures, and 30% of capital costs. The Centres are responsible for the remaining operating costs with municipalities contributing 20% or more of the costs of centres operated by charitable organizations.

Integrated Homemaker Program is being implemented in Metro Toronto through the incorporated Home Care Program. The program is fully funded by MCSS and is integrated with the Ministry of Health's Home Care Program. This program will be available for seniors and persons with disabilities.

Community-Based Services for Developmentally Disabled Children and Adults are funded by the Ministry of Community and Social Services. These include a wide range of programs to assist persons with developmental disabilities to maintain themselves in the community and to assist families who care for developmentally disabled children at home. MCSS also provides funds to voluntary agencies such as Ontario Associations for Community Living.

Other services funded by MCSS for seniors and persons with disabilities include interpreter services, intervenor services, vocational rehabilitation services, and rehabilitation workshops. Also, the Ministry of Housing and Canada Mortgage and Housing Corporation (CMHC) provide funds for operating and capital cost of group homes for persons with various disabilities.

Neighbourhood Legal Services

The Legal Aid Act and the Ontario Legal Aid Plan respectively regulate and fund community legal aid clinics. Service is based on financial eligibility and a sliding scale is used to determine client fees, if any. Areas of service and legal advice offered are restricted to tenants' rights, welfare or family benefits, unemployment insurance, employment rights, immigration, human rights, community education, and law reform.

Emergency Shelters and Hostels

The Hostel Operations Unit in the Metro Toronto Community Services Department operates three shelters for the homeless and indigent under the General Welfare Assistance Act, and funds an additional 31 shelters throughout Metro. Clients include battered women, victims of violence, evicted tenants, and those without income.

Ministry of Housing provides funds for capital and operating costs for transitional housing and for Supportive Community Living Programs integrating housing and support services. Long-term hostels/shelters require

funding from MCSS for program related capital costs and from Metro Community Services for operational expenses.

(b) Municipal Funding Programs

In addition to participating in cost-sharing arrangements noted above, the upper and lower tier municipal governments fund a number of other services as itemized in Table 3. As shown, the majority of "non-shared" expenses are for administrative costs. In addition, both tiers of municipal government provide grants or purchase of services for: United Way, social planning council, community information centres, community service centres, employment support services, crisis intervention, family violence counselling, and other social services.

TABLE 2

Federal-Provincial-Municipal Cost-Sharing Ratios - 1989

Provincial Programs	Federal Share	Net Provincial Share	Gross Provincial Share	Net Municipal Share	Net[a] Other
Halfway Houses	40	40	80	--	20
Community Support Services (Children)	50	50	100	--	--
Child and Family Intervention Services	50	50	100	--	--
Child Care - Approved Corporations					
-Operating	40	40	80	--	20
-Operating (Disabled)	50	50	100	--	--
-Operating (Preschool	43	43	86	--	14
Child Care Approved Corporations - Capital	[f]	[f]	80	--	20
Child Treatment Services	--	100	100	--	--
Young Offenders Services	50	50	100	--	--
Children's Aid Societies - Operating (Native)	95	5	100	--	--
Schedule I Facilities					
-Operating	[c]	[c]	100	--	--
-Capital	[c]	[c]	100	--	--
Schedule II Facilities					
-Operating	[c]	[c]	100	--	--
-Capital	--	67	67	--	33
Homes for Retarded Persons					
-Operating	[c]	[c]	80	--	20
-Capital	--	80[b]	80[b]	--	balance
Community Accommodation					
-Developmentally Disabled Children	50	50	100	--	--
Services for Developmentally Disabled					
-Sheltered Workshops	50	50	100	--	--
-Lifeskills	50	50	100	--	--
-Protective Services	50	50	100	--	--
-Support Services	[e]	[e]	100	--	--

[a] Net Other includes contributions from the voluntary sector and user fees.
[b] Lesser of 80 % or $15,000.
[c] Established Programs Financing (block funding).
[d] To maximum of $30,000 for 12-month period.
[e] For clients in need according to CAP definitions.
[f] 50% of depreciation under CAP.

TABLE 3

Municipal Non-Shared Grants and Non-Shared Administration Costs for 1986 and 1988* ($000)

Program Description	Non-Shared Expenditures 1986	Non-Shared Expenditures 1988
Child Welfare		
Non-Shared Grants	$1,818.9	$290.9
Income Support Services		
General Welfare Assistance - Non-Shared Administration	17,016.9	22,393.2
Employment Support Services		
Non-Shared Grant	788.2	609.9
Child Care		
Non-Shared Administration	197.0	12.2
Non-Shared Grants	2,016.6	829.8
Accommodation with Care		
Municipal Homes for the Aged - Non-Shared Administration	230.0	636.5
Emergency Housing		
Non-Shared Grants	378.6	224.0
Home-Based Care		
Homemakers and Nurses Services - Non-Shared Administration	12.5	74.4
Non-Shared Grants	64.9	80.5
Home Support Services - Non-Shared Grants	2,225.5	756.4
Community/Family Support		
Community and Neighbourhood Resource Centres Non-Shared Grants	1,704.2	
Elderly Persons' Centres		1,477.3
Non-Shared Grants		2,238.9
Family Crisis Counselling		
Non-Shared Grants	819.8	899.4
Information Referral		
Information and Referral Services - Non-Shared Grants	396.2	947.4
Other Non-Shared Expenditures		
Municipal Non-Shared Administration	19.2	1,120.2
Municipal Non-Shared Grants - United Way, Social Planning Grants, etc.	4,679.3	7,955.7
Total Non-Shared Expenditures	**$32,368.6**	**$40,576.8**

* These expenditures were incurred in the municipal fiscal years 1986 and 1988.

(c) Voluntary Programs

In addition to spiritual programs, many religious organizations provide a number of social services on a voluntary basis. These include: social and educational outreach programs, special programs for seniors or youths, food banks, clothing distribution, counselling, fund raising, crisis lines and outreach programs for ethnic groups. At times, space is provided free of charge to community organizations.

Many seniors volunteer their time to help their peers, family or other members in their community. Municipalities provide funds to support volunteer efforts, usually by way of grants. The Province's Senior Volunteers in Service program reimburses senior volunteers for out-of-pocket expenses to a maximum of $100 per month.

There are numerous non-profit organizations which provide services to the community. These include the United Way, Big Brothers/Sisters, Rape Crisis Centres, ethnic social service organizations, etc. In addition to grants from the various levels of government, these organizations rely on donations and fund raising drives to support their services.

8.2.2 Child Care

Child care services are defined by the Province as including "the care of children within a licensed group day care centre, nursery school, developmental centre, integrated centre, or private home day care under the supervision of a licensed agency. As well, child care services include support programs for parents, and care givers involved in unlicensed or informal arrangements. Support programs include, for example, child care registries, parent education, drop-in programs, and toy and equipment lending services, often housed in child care resource centres."[42]

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[42] "Ataratiri" Ibid.

(a) Federal/Provincial/Municipal Cost-Sharing Programs

The Ministry of Community and Social Services (MCSS) licenses centres and private home day care agencies, and ensures these operate under the Day Nurseries Act with respect to staff qualifications and ratios, materials, space and equipment. The Ministry regulates the programs, provides subsidies to families needing assistance with child care costs, provides start-up funding for new non-profit child care programs, provides direct operating grants to licensed services, and provides ongoing funding for child care resource centres. MCSS also provides ongoing consultation and assistance to groups wishing to establish centres and programs.

MCSS works with the Ministry of Housing (re: day care in housing developments) and the Ministry of Education (re: day care development in schools) to clarify jurisdictions and establish funding roles when needed.

The three levels of government provide subsidies to parents requiring financial assistance. The funding is cost-shared as follows: 50% federal (Canada Assistance Plan), 30% provincial (MCSS), 20% municipal (Metro Children Services). In general, capital projects are cost-shared on a 50:50 basis (MCSS and Municipalities) and a 80:20 basis between MCSS and "approved corporations."

(b) Municipal Funding Programs

In addition to participating in cost-sharing programs, Metro Children's Services directly operates child care centres and programs, provides consultation and support to other centres, inspects and reviews child care centres' budgets, and handles the intake function for subsidization (in accordance with the Canada Assistance Plan). Metro also funds resource teachers for special needs children in their own directly operated centres.

The City of Toronto assists with the development of day care centre proposals by providing information on needs assessment, appropriate sites, developing

drawings and budgets, and through advocacy with MCSS for financial support.

The Grant Review Board of City Council makes available general and recreational grants to a wide range of non-profit organizations.

(c) Voluntary and Private Sector Programs

Private sector or employer-sponsored child care centres have become more popular in the last few years. A number of large employers (i.e. Federal and Provincial Government Departments, Crown Corporations, large insurance companies, etc.) provide space and some capital funds for the establishment of day care centres within the work place.

The City of Toronto has negotiated the provision of day care centres in a number of large office developments currently in the planning stages. For example, BCE Place, the new CBC office, Waterpark Place, and the World Trade Centre are large office developments which will be providing day care facilities.

8.2.3 Education

Community education services and facilities are provided by public schools, separate schools, private schools, and colleges. Education services also include life skills development courses in parenting, nutrition, literacy, job counselling and training, upgrading, and English as a Second Language (ESL).

(a) Federal/Provincial/Municipal Cost-Sharing Programs

Ministry of Education funds approved capital and operating costs for public and separate schools based on formulas which take into account the strength of the local property tax base. On average, the Province funds just over half of school's operating costs, 60% of capital costs for new schools, and 75% of capital costs for renovation of existing schools. In Metropolitan Toronto,

however, where the School Board has access to a relatively large property tax base, public and separate schools receive almost no funding from the Province.

Educational services such as life skills development, job counselling, ESL, etc. which are provided by Ministry of Education funded schools (i.e. through continuing education programs) form part of the overall operating costs of the school and are funded accordingly.

Ministry of Colleges and Universities provides capital and operating grants to colleges and private vocational schools.

(b) Municipal Funding Programs

In recent years, the proportion of provincial funding has been declining, increasing the burden on the local ratepayer. The Metropolitan Toronto School Board collects taxes from property owners in order to fund the local school board's portion of the operating costs which in recent years has increased to almost 100%.

The local school boards fund all education expenses which are not recognized by the Ministry of Education. For example, the Ministry establishes a maximum rate per pupil for the provision of education within the municipality. The Ministry also sets ceilings for the construction of new schools. In many instances, the actual costs are higher than the maximums set by the Ministry. The local school boards must finance the difference.

(c) Voluntary Sector Programs

Private schools are self-funded through student fees, donations and fund raising.

8.2.4 Health Care

Services and facilities provided under the health care category include: public health, community health clinics, community mental health clinics, youth clinics, family planning clinics, counselling services, alcohol and drug abuse services, and emergency health services.

(a) Federal/Provincial/Municipal Cost-Sharing Programs

There are a number of Provincial programs which provide funds for a variety of health care services and facilities. These include:

Community-Based Mental Health Services

The Ministry of Health implements and funds community-based mental health services and programs involving prevention, self-help, alcohol and drug abuse, counselling and treatment, program coordination, psychogeriatrics, specialized housing, rehabilitation.

Metro Toronto is involved in a joint provincial-municipal project which provides community-based mental health services. The Habitat Program was established to provide accommodation in boarding homes with support services for psychiatrically disabled adults. Funding is shared by two provincial ministries and Metro Toronto as follows: Ministry of Health funds 100% of support services component and Ministry of Community and Social Services and Metro Toronto fund the shelter component and comfort allowances on an 80:20 basis.

Community Health Organizations (CHO)

The Ministry of Health provides hospitals with funding to operate Community Health Organizations. Funds for these community based programs are provided on a per person basis for a defined neighbourhood population.

Community Health Centres (CHC)

Community Health Centres are sponsored and managed by an incorporated non-profit community board. Funds for operating CHCs are provided by the Ministry of Health. There are various forms of community health care centres which are eligible for funds from the Ministry of Health. Funds are provided either on a per person served basis or through block funding for specific programs.

The Home Care Program

The Home Care Program provides medical and support services in the home of frail or disabled persons on a physician's referral only. The Program is operated and funded 100% by the Ministry of Health. Services are provided either directly through local Public Health Units or by contractual arrangements with approved agencies. Capital costs are shared 50/50 with the municipality.

Community Support Services

Ministry of Community and Social Services and the General Welfare Assistance Act provide funding for community support services such as counselling. These services are delivered by a variety of non-profit organizations established at the grassroots level and initially funded by seed monies.

(b) Municipal Funding Programs

Public Health services are provided by the City through the Department of Public Health and the direction of the Board of Health. Capital and operating costs for Public Health services are funded almost entirely by the City of Toronto. Core programs are legislated by the Province and cost shared with the City on a 40:60 basis. Non-core programs are funded 100 percent by the City, and make up most of the budget.

(c) Voluntary Sector Programs

There are a number of private non-profit organizations providing specific health care services such as the Toronto Birthing Centre Committee. These organizations are largely volunteer and are funded privately through fund raising, etc.

8.2.5 Recreation

Services and facilities included in the recreation category are public recreation, reading rooms, community centres, recreation centres, before and after school programs, parks and open space.

(a) Federal/Provincial/Municipal Cost-Sharing Programs

The Ministry of Tourism and Recreation provides some matching funding and grants for a portion of the capital and operating costs of community centres. Other federal and provincial departments which may provide additional funds for operating costs include Ministry of Community and Social Services, Employment and Immigration Canada, and Secretary of State, Citizenship, Communications and Culture.

(b) Municipal Funding Programs

Parks are almost always maintained and operated by the City of Toronto, except for open space provided in private developments. The Planning Act allows municipalities to require developers to provide land for parks or public recreation purposes or cash payments in lieu of land. Funding for maintaining and operating City-owned park land is usually provided by the City through the normal budgetary process.

There are three main types of community or recreation centres found in the City of Toronto: recreation centres operated by the City of Toronto Parks and Recreation Department, community centres operated by Boards of

Management and belonging to the Association of Community Centres, and independently operated Neighbourhood Houses.

The City of Toronto provides funds to a varying degree for all three types of centres. Recreation centres operated by the City of Toronto Parks and Recreation Department are almost entirely funded by the City from tax revenues.

Community centres belonging to the Association of Community Centres receive funding for capital costs, administrative services and building maintenance from the City of Toronto, but raise all their own funding for program delivery. Additional sources of funding are varied but include Ministry of Community and Social Services, Employment and Immigration Job Training and Development funds, Secretary of State, and the Ministry of Citizenship, Culture and Communications.

The Neighbourhood Houses belonging to the Toronto Association of Neighbourhood Services receive some operating funds from the City of Toronto. However, governance is by independently elected community boards that exercise full responsibility for both capital and operational funding of Neighbourhood Houses. Funding sources are even broader based than for AOCC centres.

(c) Voluntary Sector Programs

Other sources of funding utilized to provide recreation services include fund raising and lotteries. Organizations such as Neighbourhood Houses also rely heavily on volunteers to run a number of their programs.

8.2.6 Library Services

(a) Federal/Provincial/Municipal Cost-Sharing Programs

Operating costs of library services are largely covered by the City of Toronto and annual grants from the Ministry of Culture and Communications. Most

capital funding comes from the City as well, though a limited amount is available from the Ministry of Culture and Communications. The Library Board's planners develop long-range needs assessments and capital forecasts, which must be approved by the Library Board before being submitted to the Budget Review Committee of the City.

8.2.7 Arts and Culture

Services and facilities considered under the arts and culture category consist of performance facilities, galleries, multi-use spaces, and multi-cultural programs.

(a) Federal/Provincial/Municipal Cost-Sharing Programs

Both the Canada Council and Ontario Ministry of Culture and Communication provide funding for cultural facilities and operating expenditures. Grants from the senior levels of government are limited and competition for funds is stiff.

(b) Municipal Funding Programs

In 1988 the City of Toronto established the Cultural Facilities Support Fund to provide capital grants for the acquisition and renovation of cultural facilities.[43] For 1989 and 1990 the annual budget for the Fund is $1 million, with subsequent annual allocations to be determined by the Budget Review Group and City Council. This fund can provide civic seed money for cultural facilities.

(c) Voluntary Sector Programs

Many arts and cultural organizations in the City rely almost solely on grants from the various lottery corporations, on corporate and private contributions, box office revenues and their own fund raising efforts.

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[43] Toronto Arts Council. No Vacancy: A Cultural Facilities Policy for the City of Toronto. Toronto. 1988.

8.2.8 Religious Services

Religious services are provided by churches, synagogues, temples, mosques, and other houses of worship.

(a) Government Programs

There are no direct federal, provincial or municipal programs to fund religious services, however, qualifying religious institutions are exempt from paying property taxes.

(b) Voluntary Sector Programs

Local religious organizations are affiliated with larger organizations depending on the denomination. Volunteer boards of directors or parish councils provide direction and program approval for activities.

Capital and operating costs are funded through the congregation, fund raising and charitable donations.

8.2.9 Public Safety

Police, fire-fighting and ambulance services are included in this category.

(a) Federal/Provincial/Municipal Cost-Sharing Programs

Small per capita grants for policing and firefighting services are available from the Provincial Government.

Ambulance service for the City of Toronto is provided by the Municipality of Metropolitan Toronto Department of Ambulance Services. Metro Toronto purchases its own ambulance vehicles and operates them under a joint funding mechanism with Ministry of Health.

(b) Municipal Funding Programs

The Metropolitan Toronto Police Force provides police services for the City of Toronto. The Municipality of Metropolitan Toronto funds a great portion of the cost to provide policing services.

Firefighting and prevention services are provided by the City of Toronto Fire Department. These services are funded 100% by the City of Toronto through municipal taxes.

As mentioned above, the Municipality of Metropolitan Toronto provides a significant portion of the funds necessary to operate ambulance services in the City.

(c) Voluntary Sector Programs

Government funds generally cover the capital and operating costs of emergency services.

8.3 Trends in Private Funding

8.3.1 Charitable Donations

The 1990s mark the third decade in which Canadians are giving significantly less to charitable organizations, both as individuals and corporations, in relation to income, than they did in the past.[44] This trend directly affects the provision of community services and facilities within the City. **Chart 1** illustrates registered charities by type of activity. As shown in this chart, the services provided by these organizations are all of relevance to this study.

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[44] The Canadian Centre for Philanthropy, **Canada Gives: Trends and Attitudes Towards Charitable Giving and Voluntarism**, Toronto: 1988, preface.

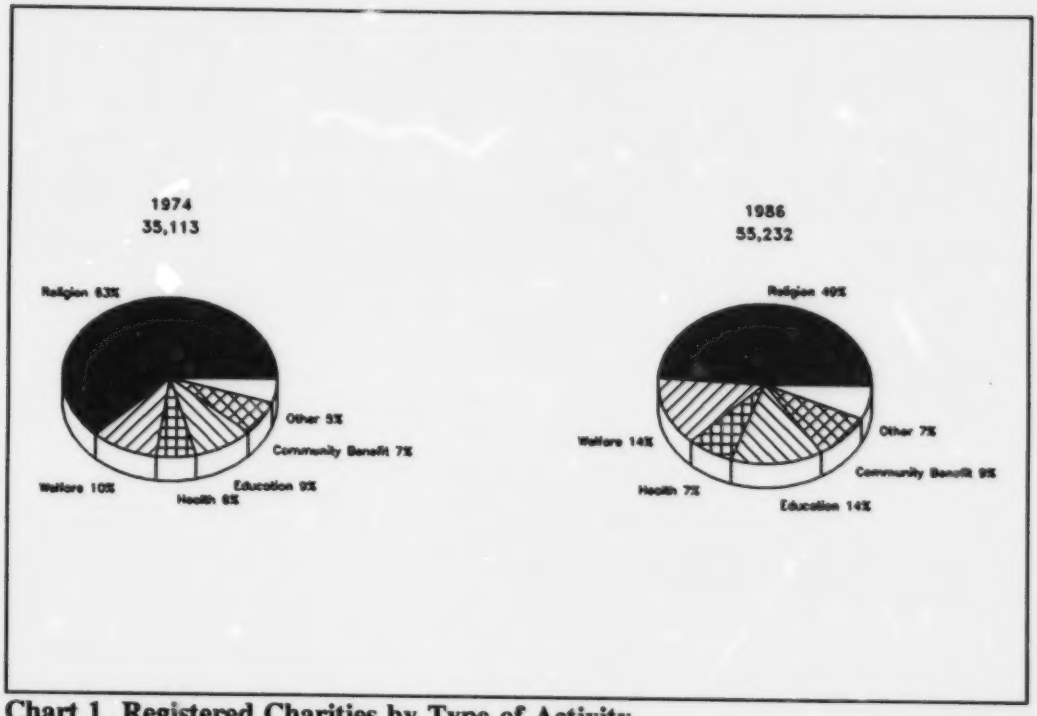

Chart 1 Registered Charities by Type of Activity
(Source: Canada Gives)

As is illustrated in Chart 2, individuals are the largest source of non-governmental donations. Chart 3 shows that total donations from individuals, corporations and foundations expressed as a percentage of the Gross Domestic Product fell consistently from 1969 to 1979. Since 1980, there has been a slow upward movement; however, the proportion is still below the portion in 1969.

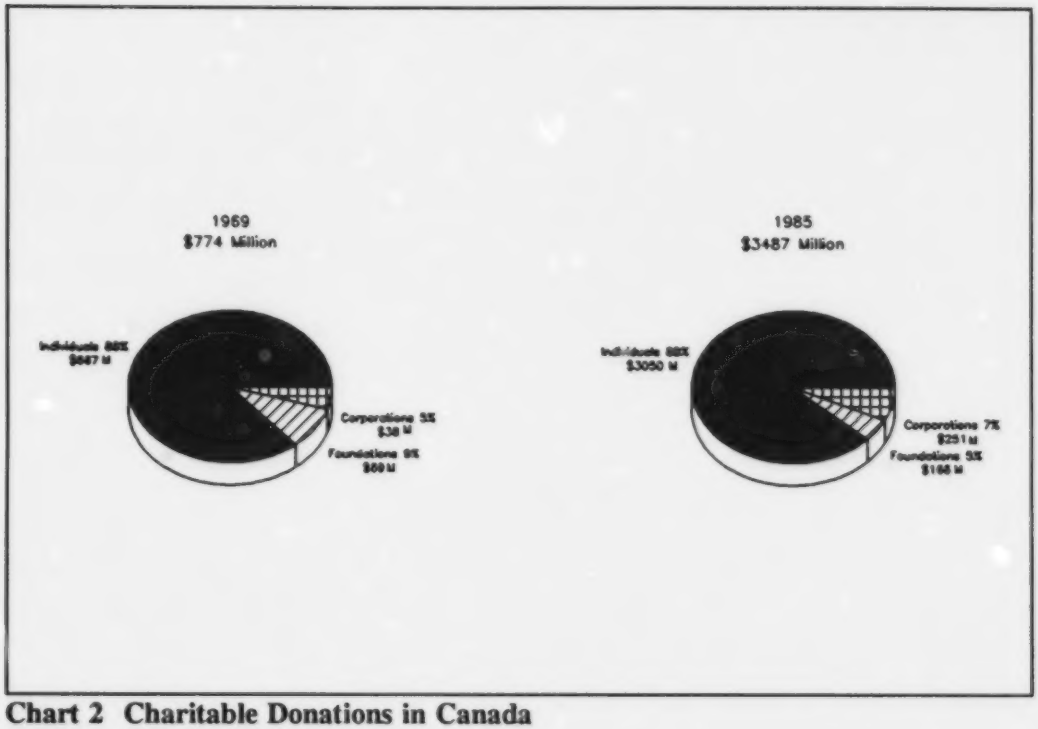

Chart 2 Charitable Donations in Canada
(Source: Canada Gives)

The Canadian Centre for Philanthropy noted that if this downward trend of donation continues, "charitable organizations will have to operate with less resources than are needed or charge fees that are out of reach for many users. The end result will be that important and needed programs and services in the areas of health, education, social service, culture, research and religion will not be available."[45]

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[45] Ibid. Preface.

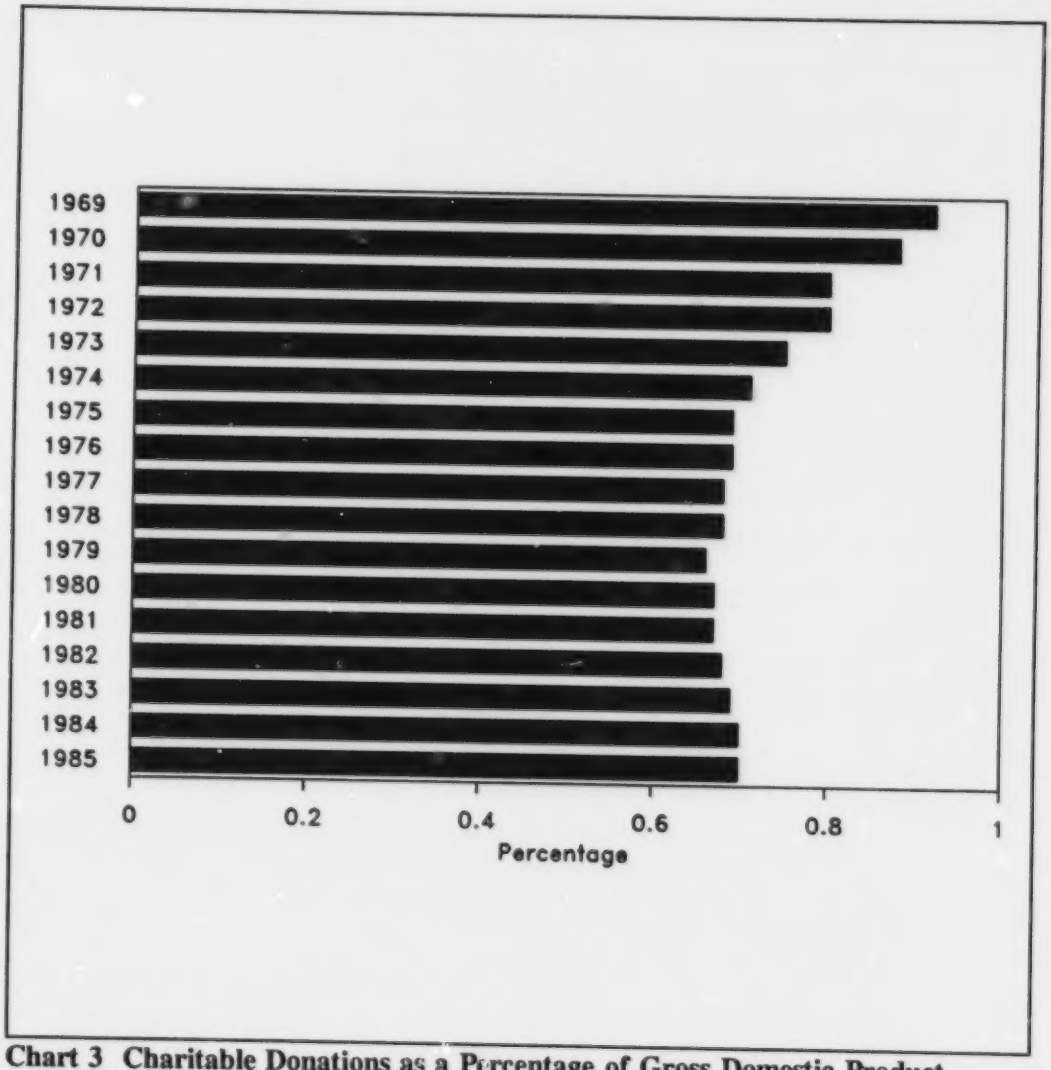

Chart 3 Charitable Donations as a Percentage of Gross Domestic Product
(Source: Canada Gives)

8.3.2 Voluntarism

A 1987 survey by Decima shows that almost 60% of Canadians surveyed say they have done volunteer work at some time in their lives and 33% of Canadians have been involved as volunteers in the last year. See Chart 4 (next page).

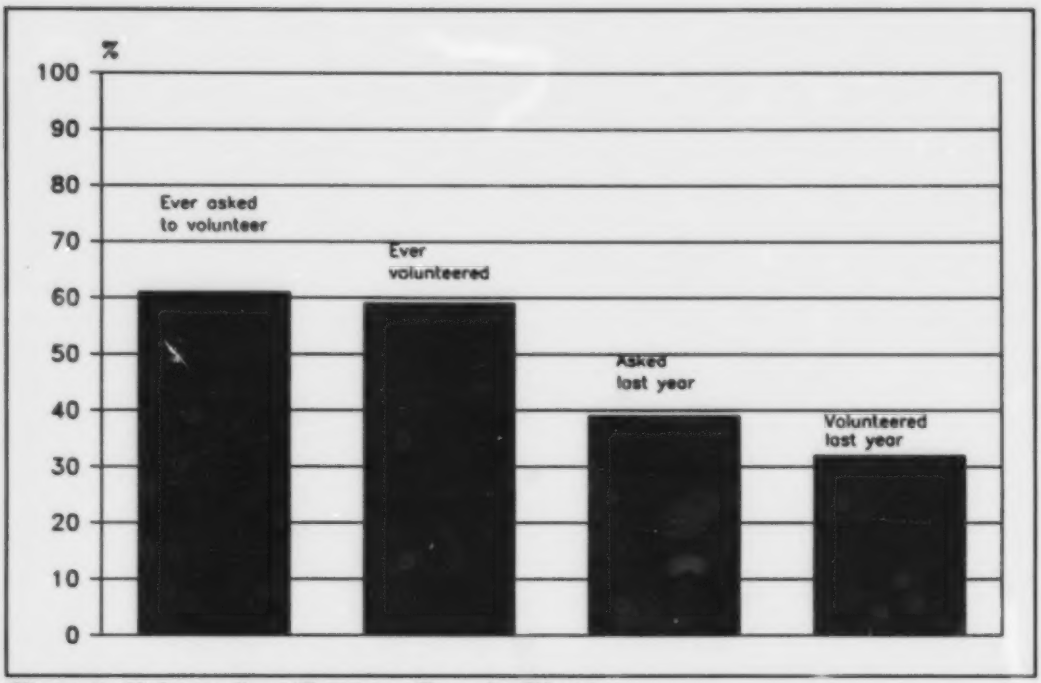

Chart 4 Voluntarism (Source: Canada Gives)

Many community organizations depend on volunteers to run their programs, fund raise, manage their organizations, etc. The Decima survey report indicated that, "[t]he data suggest a basic conclusion: people respond when asked to volunteer."[46] The volunteer sector may be an appropriate source of assistance in providing community services, especially when it comes to program delivery.

The findings of the Canada Gives report reveal that organizations will be forced to rely less and less on receiving funds through individual and corporation donations. Thus, the need for utilizing mechanisms such as the Development Charges Act to help obtain funds for required services and facilities is growing steadily. The report also reveals that there is an opportunity to utilize volunteers to a greater extent.

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[46] Ibid. p. 88.

8.4 Provincial-Municipal Social Services Review: Assigning New Roles For Funding Of Social Services

The Report of the Provincial-Municipal Social Services Review makes a number of recommendations which would assign new roles for funding of social services. Service envelopes specify services to be provided in different categories, and new funding arrangements are recommended. The recommendations of the Review are briefly outlined below. Due to the recent change of government, the status of this Report may undergo change in the near future.

1. **Children's Services** to include: child welfare, child and family intervention, child treatment, child development, community support, and young offenders.

   The Report recommends that the Province take over 100% of funding and management responsibility of children's services, and share delivery responsibility with the voluntary sector. Municipalities would be relieved of the 20% cost for these services and of service management and delivery.

2. **Income Support Services** envelope to include: General Welfare Assistance (GWA), Family Benefits Allowance (FBA), Supplementary Aid, and Special Assistance.

   PMSSR supports the Social Assistance Review Committee (SARC) report suggesting the integration of GWA and FBA. Further, it recommends that the Province take over 100% of funding and management responsibility. The municipality is to continue to deliver the service. The Report also suggests that municipalities should be relieved of the current cost-sharing burden related to service delivery, which includes 20% of GWA and Supplementary Aid and 50% of Special Assistance.

3. **Employment Support Services** are to include Provincial employment programs (FBA), Vocational Rehabilitation Services, sheltered workshops, and municipal employment programs (GWA).

   The Report recommends that MCSS manage these services for now, due to the transitional stage in their development and that current cost-sharing agreements continue as they are, at least during this transitional period.

Cost-sharing arrangements for the funding of the administrative costs associated with the Income and Employment services were not resolved in the PMSSR report. The Report recommended that the sharing of these administrative costs should be resolved through discussions between the Ministry and the municipal sector.

4. **Facility-Based Care for Persons with Developmental Disabilities** are being phased out in favour of smaller, more home-like community residences and supported independent living arrangements. The Report suggests that management and funding should remain 100% Provincial and delivery should remain as is, partly Provincial and partly voluntary-sector.

5. **Child Care Services** include: centre-based care, private home care, subsidies to parents in financial need, and support services.

   The PMSSR Report recommends that municipalities assume all responsibility for service management, but that the Province continue to legislate standards. Cost-sharing should be 75% provincial and 25% municipal. Service delivery should be a mix of existing municipal and non-governmental service providers.

6. **Community-Based Support Services** include: Homes for the Aged (municipal/charitable), community accommodation for persons with developmental disabilities, domiciliary hostels, halfway houses/ rehabilitation programs, Emergency Shelter and Assistance Program, family violence shelters/counselling, hostels and emergency shelters, Homemakers and Nurses Services, Integrated Homemaker Program*, home support services, attendant care, support services and lifeskills for persons with developmental disabilities*, Community and Neighbourhood Support Services Program, Elderly Persons' Centres, counselling, and information and referral.

   The Report recommends that municipalities be required to assume management responsibility for these support services because they are community-focused and responsive to local management. Funding should be cost-shared 75% Provincial (MCSS) and 25% municipal with the exception of the two services noted (*) above, where the funding formula is still under review. Voluntary-sector organizations currently deliver many of the services in this list, and should be encouraged to continue doing so.

The provincial task force on long-term care for the elderly and the disabled is also recommending changes which may substantially affect services described above and require changes to the proposed management and cost-sharing arrangements recommended for these.

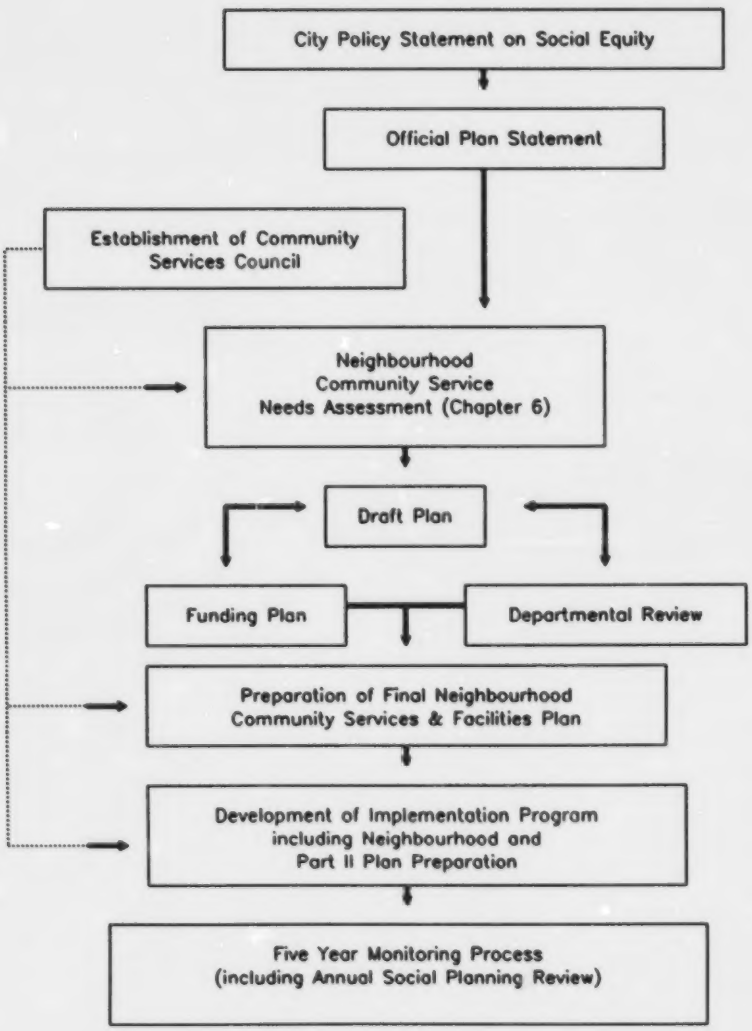
8.5 Summary and Conclusions

This section has reviewed current public and private sources of funding for community services and facilities. Even though there are a number of senior level government programs which provide funding, these funds are usually limited, competition among community organizations fierce, and budgetary time frames strictly adhered to. Further, the downward trend in private funding and donations in Canada has begun to swing only slightly upward.

Municipalities and community organizations need to identify other sources of funding (such as Bill 20) to ensure that the required community services and facilities are provided in the future.

EXHIBIT 3

A Strategic Social Planning Process


City Policy Statement on Social Equity
Official Plan Statement
Establishment of Community Services Council
Neighbourhood Community Service Needs Assessment (Chapter 6)
Draft Plan
Funding Plan
Departmental Review
Preparation of Final Neighbourhood Community Services & Facilities Plan
Development of Implementation Program including Neighbourhood and Part II Plan Preparation
Five Year Monitoring Process (including Annual Social Planning Review)

--- Input Provided by Community Services Council

9.0 A STRATEGIC SOCIAL PLANNING PROCESS FOR TORONTO

9.1 Introduction

Previous sections of this Report have discussed the range of issues and concerns to be addressed in the provision of community services and facilities in the City, as well as planning approaches and legal mechanisms which can be utilized for this purpose. A Policy Statement has been suggested for inclusion in the Official Plan, and advice has been provided on a needs assessment model, standards to be applied and funding sources to be pursued. There remains the task of tying these elements together in the form of a Strategic Social Planning Process for the City of Toronto.

A Strategic Social Planning Process represents an approach through which social issues related to urban development can be dealt with on a routine, continuing and consistent basis. This is important as many observers of recent trends in urban Toronto are deeply concerned that the quality of life is deteriorating and that the City has become distracted by mega-projects and is not providing enough attention to social issues.

Exhibit 3 (previous page) represents the essential components of a proposed strategic social planning process that should be established by the City of Toronto in order to be able to deal effectively with social issues in the City on an ongoing basis.

As noted earlier, the Cityplan '91 Task Force that was established to begin the process of developing a new comprehensive plan for the City has identified a set of principles to provide the framework for the new Official Plan for the Central Area. During the planning process and their consultations, the Task Force decided to reach beyond the traditional land use focus of municipal official plans and to encompass concepts of quality of life, ecological soundness, environmental protection and social equity. The Task Force recognized that land use planning and development decisions had a direct impact on the social and economic condition of the City. As the people of the City deserve at least as much, if not more, attention as the buildings of the City, the Task Force decided that the principle of social equity should guide all discussions of urban policy.

As these recommendations will form the basis of a new approach to city planning in Toronto and will have far reaching impact, it is worth quoting the five basic social equity principles identified in the report of the Cityplan '91 Task Force, Goals and Principles for a New Official Plan.[47]

> *"A major theme woven throughout the deliberations of the Task Force is that the principle of social equity guide all discussions of policy. The Task Force therefore identified five basic urban rights which we should aspire to as both a framework for policy and a guide for our daily actions. These rights apply to all people in the City of Toronto, regardless of age, sex, race, ancestry, creed, sexual orientation, colour, ethnic origin, place of origin, citizenship, family status, marital status, handicap or receipt of public assistance:*
>
> ***SOCIAL EQUITY***
>
> *1. Housing*
>
> *Every person living in Toronto has a right to an adequate, affordable and permanent home.*
>
> *2. Community Services and Facilities*
>
> *Every person living in Toronto has a right to equal access to high quality community services and facilities which help people improve their independence, economic self-sufficiency and personal development, as well as all other buildings, facilities, and services to which the public generally have access.*
>
> *3. Employment and Income*
>
> *Every person living in Toronto has the right to equal access to secure, quality employment which maximizes their skills and abilities and provides an income sufficient to live in the City of Toronto. Individuals who are unable to*

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[47] Cityplan '91 Task Force. 1990. **Goals and Principles for a New Official Plan.** Toronto: Planning and Development Department.

participate in the labour force have a right to an income sufficient to live in the City of Toronto.

4. *Safety and Freedom From Discrimination*

A safe city is a city where all people can safely use public spaces, day or night, where everyone has a safe home and, failing that, where there is a haven from which no one will be turned away. A safe city is a city which combats racist, sexist and other discriminatory acts and the attitudes and processes underlying such acts.

5. *Community Empowerment*

All residents of Toronto have the right to participate in the decision-making processes of local government which affect their housing, community, and workplace. The right to participate exists at all levels of policy and decision-making and includes, but is not limited to goal setting, policy development, program development and program and policy implementation.

These urban rights are not rights in a legal sense, but are guides for civil civic behaviour to create an urban society where social equity truly exists."

Noble words and a solid platform on which to build a new social planning process that is an integral part of the land use and urban development process.

9.2 Principles

The Strategic Social Planning Process outlined in this report is designed to give full effect to the goals proposed by the Cityplan '91 Task Force. In developing a strategic planning process to deal with social issues, it is necessary to first establish a series of principles to guide the policy proposals. Council will have to consider and take action on these principles if the process of social planning is to be fully implemented in the City.

- **Social planning should be fully integrated with the physical and land use planning process.**

It is neither necessary or desirable to have two different or opposing systems of review and decision making on development issues. After all, almost all buildings and urban structures are to be used by people. People are the most important asset of the City. And the needs of people should be foremost in all land use and development decisions.

- **The Official Plan must contain a statement of social equity and social policy objectives that can form the basis of neighbourhood social services and facilities plans and the basis for a social planning and review process that is integrated with the development review and approval process.**

- **The social planning and review process must parallel the land use planning process, in that, social impacts and opportunities must be examined from the very beginning of the city's planning review of any new project or development and carry on through all stages of planning and approval until the final decisions are made.**

To be effective, the social planning organizational and staffing structures should also parallel the planning structures. This should ensure that social concerns do not get buried at the lower levels of the civic hierarchy.

- **The Strategic Social Planning Process should be inclusive so that virtually all planning decisions and approvals have had the benefit of social planning input.**

This should include official plans, neighbourhood plans, planning for new or changing neighbourhoods, approvals of major developments, and even most small development approvals particularly in sensitive locations.

There are simplified ways to ensure that social concerns are dealt with efficiently for small projects; larger projects, neighbourhood planning and City-wide social planning will require more detailed assessment.

- **Public participation and input should be encouraged and required at all stages of the strategic planning process.**

Special efforts should be made to encourage involvement and feedback from users of services, persons with language or other difficulties, and disadvantaged groups in the community.

- **Social planning should encourage local solutions to local problems, empowerment of neighbourhoods and local residents, service approaches that enhance the neighbourhood's ability to resolve their own problems, and programs that take advantage of local opportunities.**

- **It is essential that adequate planning and administrative resources be provided, in-house, to conduct the necessary strategic social planning analysis, review and approvals.**

Use of outside consultants is not recommended as the City should build up its social planning expertise and the staff should play a role in the approval process.

- **New legislative mechanisms may be required to ensure that social planning concerns and objectives are met in all forms of urban development.**

This report proposes specific mechanisms to ensure orderly provision of social and community services in new or developing neighbourhoods.

- **To determine if genuine progress is being made towards achieving social equity goals in Toronto, there must be in place a comprehensive monitoring program designed to measure changes that do occur.**

Annual reports should be prepared to keep Council informed of progress made in achieving social objectives and to identify any emerging issues, both community-wide and in specified neighbourhoods. A full scale monitoring should take place at least every five years as discussed in chapter 5.

9.3 The Provincial Context for Municipal Social Planning

The Report of the Provincial - Municipal Social Services Review (PMSSR) concluded that all upper-tier municipal governments should be required to prepare community-based social service plans. The report proposes that the Ministry of Community and Social Services should share the costs of community social services planning on a 75:25 basis with the municipality. If accepted by the Province this could provide an important source of cost sharing for Metro as well as considerable benefits for the City of Toronto.

It is significant to note that in Vancouver, most of the costs of Social Planning staff are shared through the Canada Assistance Plan. The Province no longer pays a share, but the Federal Government pays 50% of all approved costs.

The report, prepared in cooperation with the Association of Municipalities of Ontario and the Ontario Municipal Social Services Association, concludes:

> "Currently there is no mandated community planning process for social services. Community-based planning is necessary to bring more cohesiveness and coordination to the social service system....the Committee is concerned that there should also be a planning process that encompasses all service envelopes and looks at the whole social service system at the community level.
>
> This report recommends that a community-based planning process for the social service system be established in communities across Ontario. It recommends that municipalities be responsible for preparing a community social service plan that incorporates the service managers' plans for each of the service envelopes. The planning role should fit well with the community development focus of the municipal sector. Placing this responsibility in municipal hands puts the planning process close to the community, where its effects will be felt.
>
> The local planning process should be a collaborative one that involves all the key players in the system, including governments, the voluntary sector, clients and residents. The plan should set community priorities and influence service managers and funders.....

> In order to establish links with other related services, the planning process should be coordinated as soon as possible with planning for community health services, which are closely linked with social services. Consideration should be given to establishing planning links with other related services, such as education and housing." PMSSR p.31

The necessity of linking the social planning process directly with the physical planning process is acknowledged in the report of the review committee in the following conclusion:

> **Land Use and Social Planning**
>
> We have referred often to links between social services and related services, but there are also important connections between land use and social planning. Municipalities are responsible for land use planning in their jurisdictions, and social impacts often result from land use planning decisions, such as development of a new subdivision. Conversely, social development decisions often affect land use planning: education needs school buildings, and child care requires child care centres, for example. This interrelationship between planning for land use or physical services and planning for social services and other related services is acknowledged in provisions of the Planning Act that require municipalities to "have regard for relevant social, economic and environmental matters." In order to reinforce the importance of this issue, we recommend that all municipalities should explicitly take into account social and other types of planning in the land use planning process, as the Act allows.
>
> Recommendation 52 - "All municipalities should ensure that there is a process for managing the relationship between land use planning and planning for social services in communities. " PMSSR p.182-183.

Finally, the Planning Act has always stipulated that official plans should have regard for social, economic and environmental issues, yet in practice most plans are relatively silent on these important topics.

Section 1.(h) Planning Act, 1983

"official plan" means a document approved by the Minister, containing objectives and policies established primarily to provide guidance for the physical development of a municipality or a part thereof or an area that is without municipal organization, while having regard to relevant social, economic and environmental matters;"

9.4 The Municipal Context for Community and Social Services Planning

9.4.1 Policy Statement on Social Equity

An important first step in establishing a solid basis for a municipal social planning process would be for Council to approve the basic principle of Social Equity and the five basic urban rights proposed by the Cityplan '91 Task Force. These statements should be incorporated into the Official Plan and could form the basis of a City-wide review and policy document on social issues similar to that envisaged in the Provincial-Municipal Social Services Review.

However, this report does not propose that a City-wide social plan be established at this time for three reasons:

1. to complete a City-wide plan for a City as large and complex as Toronto is a major undertaking that will take a year or more and might delay more essential social planning for new and changing neighbourhoods;

2. a City-wide community services & facilities plan will need to be done in close cooperation with Metro, which has already begun developing a Social Services Strategy; and

3. there is an immediate priority to develop solid community services & facilities plans for a number of key neighbourhoods in Toronto.

Over time a series of well prepared neighbourhood community services and facilities plans will provide a grounding for a comprehensive City-wide plan. In short, the bottom-up process can be just as good, and sometimes better, than top-down planning.

Any effort to prepare a comprehensive social and community services plan should be made in cooperation with the Medical Officer of Health and the Healthy City Office.

9.4.2 The Official Plan Statement

The Strategic Social Planning Process will be most effective if it has a basis in civic legislation. To begin with, as noted in Chapter Five of this Report, the Official Plan should include a basic statement of social equity and a Policy Statement on Community Services and Facilities that can be referenced as other social planning mechanisms are developed over time.

As planning for specific areas and neighbourhoods of the City proceeds, Council should ensure that specific social planning statements are included in all neighbourhood planning documents -both for new and developing neighbourhoods and whenever reviews are done of established neighbourhoods.

9.4.3 Neighbourhood Community Services and Facilities Plan

While City-wide statements of social goals and principles are important, they must necessarily be quite general and will not result in specific plans for social service delivery or requirements for new facilities. In large urban centres, the real nuts and bolts of community services planning must be done at the local neighbourhood level. The Planning and Development Department has, over the years, done several excellent neighbourhood assessments. They have provided a good analysis of community services and facilities needs, but unfortunately, they have often lacked detailed implementation plans and the services and facilities needed were never provided. The City of Toronto should work towards ensuring that detailed neighbourhood community services & facilities plans exist for all areas subject to rapid intensification and growth, and all neighbourhoods subject to rapid social change. This would include new neighbourhoods like Ataratiri or the Railway Lands, developing neighbourhoods like much of the Core or the Junction area, and neighbourhoods subject to social change such as St. James Town or Parkdale.

The basic assumption in ensuring that neighbourhood community services & facilities plans are prepared for all major new developments and redevelopments in the City is that the social fabric and service system of the neighbourhood is just as important as the plans for streets and roads, land use, or building form and design. If one is to have a healthy city and

a city where the principles of social equity guide urban development, detailed neighbourhood community services and facilities are required.

A neighbourhood community services and facilities plan will of necessity be rather complex and detailed if it is to address the full range of services the new community might need. Many services are quite specialized, are required by only a small segment of the population and can be provided by community-wide agencies without additions to service delivery mechanisms. While not neglecting the broader range of services required by the community, services and facilities plan should concentrate on those services that must be provided at the neighbourhood level and on those for which the City traditionally provides capital facilities and funding. When the required services are delivered by other levels of government or voluntary service agencies, every effort should be made to involve these organizations in the neighbourhood planning process.

9.5 The Neighbourhood Strategic Social Planning Process

This section will provide a detailed description of the Strategic Social Planning Process proposed for the City of Toronto. While the primary focus is Toronto, as requested, an attempt has been made to provide sufficient flexibility so that the process can be adapted to other municipal planning programs throughout the province.

9.5.1 Timing

It is essential that the Strategic Social Planning Process be initiated at the same time as the physical planning program. Basic objectives such as social mix and style of community must be considered at the very beginning before any major physical planning decisions are made. Questions such as the target housing and population mix, socioeconomic mix and age mix must be debated before preliminary urban planning and community design begins.

It is equally important that the Social Planning review process continue through all the various stages of planning and review of major projects, as conditions could arise or decisions be made at any stage of planning that could have major consequences or impacts on social objectives.

9.5.2 The Community Services Council

The membership of the Community Services Council (referred to earlier in Section 5), should be as broad as possible, consistent with the necessity of keeping to a reasonable size working group. Furthermore, this Council should be divided into two subcommittees, as follows:

1. **Technical Advisory Committee**, consisting of City staff members only, and,

2. **Working Committee**, consisting of a community members, city councillors, and City staff.

This recommendation is based on the model used for the Ataratiri Community Planning process. The Technical Advisory Committee referred to above is similar to one of Ataratiri's Staff Subcommittees, known as the Social Services Technical Advisory Group. The Working Committee proposed here would include a range of members, as with the Neighbourhood Advisory Council for Ataratiri. As a basic minimum this subcommittee should include representatives from:

Municipal Agencies

- Public Health Department
- Parks and Recreation
- Housing Department
- Planning and Development Department
- Public Library Board
- Metro Community Services Department
- Metropolitan Toronto Police Force
- Local school board representatives

Community Agencies

- The Association of Neighbourhood Services (TANS) and the Association of Community Centres (AOCC)

- nearby Community Health Centres or hospitals
- local or nearby social service agencies
- Metro Social Planning Council or United Way

Community Representatives

- either elected or appointed from local community groups
- if no community exists, select appropriate representatives from nearby communities
- whenever possible clients and users of services should be directly involved
- invite participation from leaders that emerge during public consultations
- By all means, do not be reluctant to involve vocal critics in the social planning process. Their input must be dealt with seriously.

It is imperative that each Working Committee have local community representation: in existing communities they should be selected from local community groups and agencies; in proposed new communities, care will have to be taken to find representatives from nearby neighbourhoods (preferably some who might be interested in moving into the new neighbourhood). Even with strong representation from the local community, it will be necessary to ensure that there are several public consultation sessions as the neighbourhood social services plan is developed.

9.5.3 The Social Services Audit and Neighbourhood Needs Assessment

The Social Services Audit and Neighbourhood Needs Assessment process is described in detail in Chapter 6. For this chapter, two issues are important to determine before beginning the process of Needs Assessment:

- First, is to define the general geographic parameters of the community to be created, planned or reviewed.

- Second, is to determine who should conduct the needs assessment. There are several options to consider:

  - City staff conduct the Needs Assessment;

- the developer conduct the Needs Assessment according to City standards;

- outside consultants engaged by either the City or the developer.

This report proposes that the best option is that the City engage a staff team to conduct the Social Services Audit and Neighbourhood Needs Assessments and to coordinate the overall social planning process. This way the expertise acquired is not lost to the City and the same staff can be involved in the ongoing monitoring programs. As the social planning team is predominantly civic staff, the group can probably be coordinated most effectively by another City staff member. Over time, the City will have to spend much more attention on social issues and the investment in skilled staff should begin promptly.

Using outside consultants would likely cost less, the work might be completed in a tighter time frame, and the consultants do not have to be kept on once the study is completed. Private developers might prefer to engage outside consultants. If outside consultants are used, they should be required to provide a detailed submission outlining the methodology they intend to use for the Social Service Audit and Needs Assessment. The proposal should be subject to review and approval by City staff, the local social planning team, and possibly by the neighbourhood advisory council.

Whatever the model used, it is essential that the City provide clear and detailed standards for conduct of the Social Needs Assessment.

The social planning team and neighbourhood advisory council should act as a reference group for the study team whether it be City social planners or outside consultants.

9.5.4 The Community Services and Facilities Plan

Whenever possible the Community Services and Facilities Plan should be a fully integrated part of the overall neighbourhood plan or Part II Plans. Council should determine that henceforth all neighbourhood and Part II Plans must contain detailed planning for local community service needs, services and facilities. This is essential if progress is to be made on ensuring that social equity issues are addressed through the urban planning process.

The Community Services and Facilities Plan should be based on the Needs Assessment and should be developed by assigned planning staff in consultation with the social planning team and Community Services Council. The area planners and any major developers involved with the site should be fully involved in all stages of this process.

After reviewing the Needs Assessment, the social planning team will discover that many issues identified can be dealt with by the existing community service network from current service locations, or with minor program, location or outreach adjustments. These should be identified, an implementation plan devised and appropriate monitoring mechanisms established to ensure that the required services are provided when needed. This will provide the basis for the next phase - to determine the community facilities requirements.

The prime challenge at this phase of the process is to develop a delineation of the community services that must be provided within the neighbourhood. This involves specification of:

- the types of community services required based on the Needs Assessment
- determination of service standards and staffing levels
- options for service delivery, considering new and different service delivery models
- administrative issues and linkages to the existing social services network
- levels of community involvement and control
- appropriate mix of preventive versus remedial services
- effectiveness of the proposed service delivery package
- opportunities for efficiencies through new service delivery packages
- appropriate funding mechanisms and phasing in of services.

Careful consideration of these factors will form the basis for a detailed plan of the services required in the neighbourhood, financial and administrative arrangements and a phasing or

implementation plan. From this plan can be determined what facilities are required, the general space and design parameters, and location requirements.

It is important at this phase of the process to present several options to both the community and to City Council for consideration and feedback. The options should strive not just to deliver services in traditional patterns, but to look for new systems of service delivery, collaborative arrangements, and greater emphasis on preventive programs.

A challenge will be to develop new and innovative administrative arrangements and to obtain the full cooperation of the major service providers at both levels of municipal government and at the provincial level. The City should encourage strong participation of the voluntary and neighbourhood sector at this point in the process, as experience has usually shown that they can deliver a superior package of community and social services and often at lower cost to the taxpayer.

9.5.5 Determining Facility Requirements

This is really the crux of linking the social planning process with the physical planning process. That is, to ensure adequate and timely provision of space and facilities for community and social services which will be delivered within the new or developing neighbourhood. Also, it is these facilities that might be provided through various development incentives or exactions. Before council approves a capital construction program in a new neighbourhood or before approaching developers with proposals for contributing towards provision of community facilities, it is essential to have a carefully researched and justified community facilities plan that provides precise information on the needs of the community.

Rigorous analysis is necessary to determine precisely which services must be located within the community and to screen out those that can be provided off-site. There is not a precise model for hammering out the final plan, but the social planning staff team and the community advisory committee will have to give consideration to a number of factors if an efficient plan is to be developed:

- **Standards:** Chapter Seven has provided a summary of some of the service levels or standards that have emerged or been established by departments over the years. Establishing credible service standards is a complicated exercise

that needs the full involvement of each service provider. In some instances a service level or standard cannot be determined.

- **Service Models:** The traditional service delivery models are that over time a diverse, sometimes overlapping mix of independently delivered services are provided from different locations spread throughout the community. With new communities there is an opportunity to develop newer service models that provide a tighter, complementary mix of services from a central location. An example of a successful, fully integrated service model is given in Chapter 3. This is the model being developed for Ataratiri.

- **Administration:** There is a long established administrative structure at the municipal level, with some services delivered by the City of Toronto (Health, Libraries and Fire) and others delivered by Metro (Social Services, Ambulance and Police). There is always a tendency for departments to want to continue to provide their programs exactly as in the past and not to consider new, cooperative service options that may be more efficient and that may better meet the needs of the residents of new neighbourhoods.

  Careful planning, costing and strong coordination of effort will be required to develop a services and facilities plan that provides optimal service levels and facilities, while keeping to a realistic budget in a tight economy. It will be essential to have someone coordinating the social planning program that can bring about the necessary innovation, compromise and realistic financial planning.

- **Flexibility:** As we have been asked to provide a strategic planning process for communities undergoing rapid change and as service needs of populations change over time, it is imperative to develop a services and facilities plan with sufficient flexibility to meet changing conditions. For example, often new communities have a sudden surge of new children placing exceptional demand on child care and school facilities. Or as populations age, services will have to adjust to provide increased health care and appropriate leisure activities. Neighbourhoods change more rapidly than in the past and as development in the urban core is more intensive, it is essential that new community service facilities be as flexible as possible to meet ever changing needs. This will

require the design of flexible, multi-use spaces that can be utilized for different services and activities as community needs change over the years.

- **Costs:** Land and construction costs are a major consideration in development of new facilities. In the past many social agencies and programs were able to locate in under-used, inexpensive commercial sites. There are many examples of agencies, arts groups or day care centres locating in store fronts or churches. These types of spaces are simply not available in new and developing neighbourhoods and are often no longer affordable in developing neighbourhoods. With land at a premium and changing program priorities, churches, synagogues and social agencies are selling off sites for development.

  It is important to note that many of the needs identified in this report have occurred because of residential and commercial intensification in the City, particularly in the core areas. It is a matter of concern that there has not generally been the same level of intensification with most of the traditional community and service facilities and structures in the City. Many community facilities operated by social agencies, ethnic groups, religious organizations, and schools occupy quite strategic locations and could be used much more efficiently with sensitive design and creative administrative solutions.

  The City should give serious consideration to making strategic purchases of various community sites and holding them for future uses and development for use by community service groups.

- **Location:** Another important factor to consider is the location of service facilities. Locating a critical mass of service agencies together in a central neighbourhood location can help establish a focal point for community and social activity. Just as retail outlets benefit from being grouped together in shopping malls, social and community service programs may attract more users if grouped together in one location. While this is generally seen as a benefit to service users, some service providers express concern about the potential for stigmatization, for loss of client confidentiality or security, and for problems over "turf."

Despite these concerns, most services prefer a central and visible location within the community with good access to transit. Some services, such as day care or senior centres, may need to be dispersed throughout the neighbourhood to provide services within convenient walking distance.

In 1982, Council approved a facilities planning process proposed after extensive consultation by a Community Task Force. The process is detailed in Appendix "F": Procedures for Future Development of City Funded Recreation and Community Centres.[48] The procedures and concepts approved in that report are still valid and were used recently to plan a new facility for North Toronto. The procedures proposed in this report are fully compatible with the "Appendix F" guidelines approved by Council. A copy of Appendix "F" is contained in Appendix C of this report.

The 1982 guidelines have three limitations:

1. the guidelines acknowledge that they "tend to be oriented to existing communities,"

2. there are very few "existing statements of city-wide needs and priorities" for planners to take into consideration, and

3. the scope of the community assessments is too narrow and should include planning for the full range of community services such as health, social programs, and public safety.

Bill 20 -Development Charges Act

There is little likelihood that the City could utilize the Development Charges Act for financing community facilities. Such charges can be applied only under the following conditions:

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[48] Planning and Development Department. July 1982. **Final Report: Community Task Force on Neighbourhood Social and Recreational Services**. Toronto: Planning and Development Department.

- Development charges can be levied for capital costs of community facilities required to accommodate "new growth" in the demand for community services.

- The range of "services" eligible is limited to those services being provided by the municipality at the time the development charges are being calculated.

- Development charges can only be imposed with respect to "growth related net capital costs": that is, the portion of the net capital cost that is reasonably attributable to the service needs that results or will result from development in all or a defined part of the municipality.

- Development charges can be applied to capital costs only, including land, not to operating costs.

- "Net capital cost" means capital cost less capital grants or subsidies received form other levels of government or "other contributions" the municipality may receive from park levies (Section 41) or subdivisions and conveyances (Sections 50 and 51). This could also include the value of land conveyed for social housing or other purposes under density bonus agreements (Section 36).

- Development charges are limited to prescribed levels of service or "standards" that are to be no higher than those standards currently provided in the municipality, or have been provided at any time in the ten years preceding the calculation. This is to avoid "gold plating" of services.

- Standards of service must be approved by Council and form part of an Official Plan, approved capital budget forecast or similar Council approved document.

9.5.6 The Funding Plan

Of course, no community services and facilities plan would be complete without a detailed plan for funding both the capital needs identified and more importantly the ongoing operating costs. As noted in Chapter 8, funding of municipal social and community services is becoming increasingly difficult as the senior levels of government continue to pass down the

costs of service delivery to local governments, without corresponding increases in fund raising or taxing powers.

The funding plan must be particularly rigorous, with careful attention being paid to possible economies through new service delivery models, preventive programs instead of remedial programs, and streamlined administration of services. The process of building a funding plan is basically the same for both operational and capital funding:

- First, determine what can be funded by senior levels of government. This process can be time consuming and lengthy, but it must be initiated as soon as possible, as senior governments rarely join funding campaigns late in the process. Insofar as possible, senior funders should be part of the original social planning team or kept informed at all stages of planning. If not, as appropriate funding sources are identified, get them involved: do not wait until the service package is totally approved and then involve senior governments when there is no possibility of contributing to or modifying planning.

- Next, is a realistic assessment of the extent to which traditional municipal tax and debenture funding can be utilized to provide the needed services and facilities. The City and Metro normally provide both capital and operating funding for a variety of services and facilities. As the urban population grows and community needs shift, municipal governments will have to continue to play a major role in the provision of needed services and activity locations. Normally, the local government is the level most familiar with local needs and the options for providing convenient locations for service delivery.

- Private funding sources should also be canvassed. Often funding from private corporations, foundations, or community appeals is more readily available for capital projects than for ongoing operating expenditures. Traditionally most operating costs must be covered from government sources for major new programming to be viable. Private and voluntary funding sources are valuable additions to public monies, but with today's costly programs, they will not be adequate to form base funding.

- Finally, the proposed Community Services Council should examine the range of options that are available to have private developers contribute towards the cost of providing community service facilities. Development-linked funding options have been noted earlier in this report and include:

    - development charges under Bill 20
    - Section 36 increased height & density agreements
    - floor space exclusions
    - proposed new exaction measures

- Once all of these options have been reviewed a comprehensive capital and operating budget plan for the needed facilities and services should be established and presented to Council. A detailed plan will normally require at least five years for full implementation and in very major redevelopments some facilities and services might be introduced over an even longer period. However, it is important to remember that, wherever possible, the provision of services and facilities should be "front ended" so that the services are available when the new residents arrive.

9.5.7 Departmental Review

Even though many departments will have been involved with the neighbourhood planning process from the start, some will not have been and in all cases it will be necessary to receive formal comments from appropriate departments before developing a final implementation program for consideration by Council.

The plans for provision of neighbourhood community and social services and development of needed facilities should be distributed to all civic departments and appropriate community agencies. Civic departments should be expected to comment on feasibility, financial implications and implementation of the proposed neighbourhood community and social services plan. Comments and approvals should be presented to Council with the final report and implementation program.

9.5.8 The Implementation Program

Too often the City of Toronto and other urban communities have done careful assessments of community service needs, but have failed totally to develop a precise plan to ensure that the needed services are provided. The general state of community and social services in Toronto today is such that unless all levels of government and the public can be assured that social and community service needs will be met as new communities develop, then development should not proceed. Just as communities have begun to realize that they should not proceed with physical development that would create undue harm to the environment; the modern city should not proceed with new development without being certain that the social and community needs of new communities can be fully met. Toronto already has a backlog of service and housing needs that must be met and the City must strive to avoid exacerbating the situation. Therefore it is essential that all new developments provide fully for their own service needs.

The strategic planning process will have produced a Community Services and Facilities Plan that is quite specific in terms of community needs, a plan for provision of services, details of facilities needed, and a precise funding program.

The implementation program should include the following:

- Details of who is responsible for ensuring that the Plan is implemented as proposed.

- A careful schedule of timing, indicating when new facilities are required as development proceeds.

- Provisions for guarantees, to ensure that services are provided when scheduled. The City should consider utilizing a variety of mechanisms to ensure services and facilities are developed such as:

  - "holds" on different phases of development, until facilities are provided (particularly useful when one developer has several sites), or

  - posting of bonds until any obligations of developers are fulfilled.

Above all the City should be prepared to make it clear to senior governments that future developments cannot proceed unless social and community service needs of new development are met.

9.5.9 Monitoring and Public Accountability

While the City of Toronto, like other Canadian cities, is quite careful to engage in public consultations and public hearings before making all major development decisions, there does not exist an established process for ongoing monitoring and review of neighbourhood developments as they proceed over time. Large redevelopments like St. Lawrence, Harbourfront or Ataratiri take place over an extended period of time, often 15 to 25 years. This is a generation in a family's lifetime, and many social and community changes can occur as development proceeds. Sometimes social conditions change very rapidly such as the recent rapid increase in population through "doubling up" at St. James Town; or planners original estimates of population characteristics prove to be off the mark as in Harbourfront, with more renters than expected as original Multiple Unit Residential Building investors hold units for resale.

The Community Services and Facilities Plan cannot be static, but must be reviewed and updated on a regular basis, preferably with further community involvement. Community plans should be reviewed at least every five years and more frequently if the pace of development or social change is brisk. All agencies involved in the original planning process should be asked to review the community plan and provide a quick update; new residents should be invited to comment either through questionnaires or public meetings; and when the review is complete it should be subject to the normal public consultation process and deputations at the Land Use Committee.

9.6 Linkages: Where does Social Planning fit in?

To be successful, social planning for community services must be integrally linked to the various physical planning and review processes currently utilized by the city to control urban development. There are several points in current planning and development review procedures where it is appropriate and essential to ensure that a review and reporting on social and community issues are completed. The linkage points are:

- Neighbourhood Plans and Part II Plans
- Official Plan Amendments and Rezonings
- "As of Right" Developments

9.6.1 Neighbourhood Plans and Part II Plans

Every time the City conducts a planning review of a particular neighbourhood, it should ensure that a comprehensive community services and facilities plan is prepared as part of the planning program. The process should involve extensive consultation with a broad range of community groups, agencies, churches, and follow the Strategic Social Planning process outlined earlier in this chapter. The final neighbourhood plan will cover general community and social service needs that can be met in a variety of ways and area specific needs that will require additional community facilities.

The City's planners have in the past provided comments on social and community services in Part II Plans. Part II Plans have included cursory descriptions of services required, comments on location of service facilities, and requirements for provision of land for parks, open space and sites for schools, community facilities and religious organizations. They have not included detailed comments on the types or sizes of community and social service facilities required or precise plans for how the needed services or capital facilities are to be provided.

In future, Part II Plans should be quite explicit on the community facilities required to accommodate new development and the mechanisms that will be employed to obtain these facilities.

9.6.2 Official Plan Amendments and Rezonings

Another opportunity for reviewing the social impact of new developments occurs at the time of requests for Official Plan Amendments or Rezonings. Every year the Planning and Development Department and Council review proposals for major new developments that can have major impacts on the social fabric of the City. Even relatively small projects can have a cumulative impact on the community and social services network of the City. For example, the series of developments that have occurred at Bay Street, south of Bloor, have resulted

in a major increase in population with virtually no corresponding provision of new facilities for community services. Planners have identified a need for a community centre offering a range of services to area residents, but to acquire space for a new service facility at this point in time will be extremely costly.

When applications for Official Plan Amendments or Rezonings are reviewed by staff and reported to Land Use Committee, Council should require that each proposal be subject to a brief social impact assessment. This should not further delay the processing of applications, but should be done within the same time frame as the existing review and approval process. The social impact assessment should be prepared by an experienced social planner and when necessary, the social planner should be responsible for collecting comments from appropriate departments and agencies such as Health, Education or Parks and Recreation.
The object should be to assess how community and social service needs created by the particular development are to be met and whether the development can provide facilities on site or nearby in consultation with planners. Space for community facilities can be acquired through Section 36 bonus arrangements, floor space exemptions, or negotiated cash contributions.

However, it is also important to keep in mind that the analysis of community services and facilities needs should ideally be done as early in the development of an area as possible. Development-by-development analysis of community services and facilities needs could lead to ad hoc decision-making which will result in inequitable demands being placed on the developers of the last developments, should it be determined that the cumulative effect of a series of developments has ultimately resulted in a lack of or strain on community facilities. To avoid this situation, the City must make every attempt to adopt the strategic planning process suggested as a result of this study so that all participants in the development process within an identified area are subject to the same rules or conditions.
One method that could be investigated as a way of minimizing the likelihood of developers being treated inequitably is to have prospective developers within an area enter into a cost-sharing agreement. Each developer would contribute to a special community services and facilities fund established for the area, based on the size and potential impact of that development on the overall community services and facilities needs. As indicated earlier, the needs of the area would be identified using the approach suggested in this study.

An equally important objective should be to review the building design to ensure that the particular development meets contemporary environmental, health, safety and security

standards. This means looking beyond the building code. Architects, planners and urban designers are learning simple ways of designing buildings so they contribute to quality of life rather than endanger personal security. For example, careful design of parking structures and building security can ensure that buildings provide safety for occupants, particularly for women or others who might be vulnerable, whereas improper design can create spaces where mugging, rape or violence could occur undetected. Proper planning and design does not necessarily involve extra cost, just design that is conscious of people's needs in complex urban settings. Over time the City should develop and provide information and guidelines to architects and developers to help them design buildings that contribute to the overall safety, quality of life and environment of the modern urban city.

In some cases the social impact assessments will result in nothing additional being required by developments. But the recommended review procedures should provide opportunities to screen out major problems and to encourage design improvements that ensure safety and improve the quality of urban life and that will avoid placing undue demands on the community and social service structures of the City.

9.6.3 "As of Right" Developments

In many neighbourhoods, particularly those outside of the urban core, a good deal of new development proceeds without Official Plan Amendment or Rezoning. The bulk of development proceeds "as of right" without planning review or an opportunity to negotiate provision of amenities and facilities through options such as Section 36 bonus arrangements or those that can be negotiated through rezonings and official plan amendments. Nevertheless, the cumulative effect of these developments can result in massive changes to the social fabric of a neighbourhood. The community can be in urgent need of new services, programs and facilities, but the City can do very little to respond, except through major new expenditures from tax revenues. The City currently does not have adequate planning mechanisms to have new developments in such situations share a portion of the cost of providing new facilities. Some careful social planning at the beginning of redevelopment, coupled with mechanisms to ensure provision of services and facilities, could avoid major shortcomings at a later date.

A number of approaches have been identified over the course of this study which would enable new development to contribute towards needed community services and facilities:

1. **Development Charges:** The Development Charges Act authorizes a municipality to levy developments for a range of services which could include certain community services and facilities. This study has indicated that this approach may not be the most propitious one for this purpose. The City of Toronto is currently investigating the appropriateness of using the Development Charges Act to achieve City objectives relating to community services and facilities. This approach would not be useful in an intensification situation in any case.

2. **Community Improvement:** Section 28 of the Planning Act authorizes the City to designate community improvement areas and prepare community improvement plan which could address community services and facilities. In addition, the Planning Act enables a municipality to enter into agreements with government agencies on matters relating to the implementation of the community improvement plans and programs. Also, with the adoption of a community improvement plan, the City becomes eligible for funding to assist in the improvement of a community improvement area. Although the usefulness of this approach is strongly linked to the availability of grants, it might still be worthwhile for the City to investigate the usefulness of this approach in obtaining required community facilities. This approach would probably be the most helpful in a redevelopment or intensification situation in a built-up area.

3. **Special Zoning Approaches:** There are a number of zoning mechanisms that the City has been using or has identified in the past which should be retained. First, the **increased height and density provisions of section 36 of the Planning Act**, have been the most prominently used provisions for the achievement of certain City objectives, such as affordable housing, day care, and the like. It is suggested that the City continue to use the section 36 provisions to address community facilities needs. This would involve the official plan setting out clear policies relating to its intent to use the provisions for the purpose of achieving community facilities objectives. Moreover, the zoning bylaw should contain the specific requirements which the developer/proponent would have to comply with in order to be able to develop to the increased height and/or density outlined in the bylaw. In this way, developers in an area which has been identified as requiring additional community services or facilities are aware of their options. The advantage of this approach is that the municipality and the proponent enter into a development agreement which would ensure the provision of the community facility in return for the height and/or density.

Another approach that may prove useful under certain circumstances is the use of **the holding provisions (section 35 of the Planning Act)**. This approach involves the zoning of lands for their ultimate use but with a hold provision. Development of the site would be subject to the developers' fulfilling the necessary conditions, such as, demonstrating clear intent to provide the identified facility or service. Once this condition is cleared, the "H" (holding provision) can be removed and the development can proceed. The concern about using this application of the section is there is no real method of guaranteeing the provision of the service or facility following the removal of the hold. Requiring construction of a new facility could be too costly for a developer to bear without the assurance that the ultimate development would proceed. Another option is to make removal of the "H" conditional on the developer undertaking a community facilities and services needs assessment. This assessment could demonstrate either that there would be no impact on community facilities, or that community facilities needs could be met elsewhere, or that the development would place a serious strain on existing facilities and additional facilities would be required. With this information, the City can determine the appropriate approach for meeting any needs that might have been identified.

These two mechanisms would be most useful in a new development area situation or it an intensification situation where it is anticipated that there will be a fair bit of redevelopment.

4. **Floor Area Exemptions:** The City currently identifies floor area exemptions for, among other matters, community services and facilities. Although these provisions have not been implemented in the past to any significant degree, the approach is worthwhile pursuing. This approach is similar in effect to the section 36 increased height and density provisions and offer the same advantages to a proponent with respect to additional development potential. Again, this approach offers more benefit to the City in a new development situation or a large scale redevelopment situation.

9.7 Application of the Strategic Planning Process in Different Situations

The Strategic Planning Process described earlier in this Chapter can be used in a variety of different urban development situations. The basic process will be the same in most situations,

but different development scenarios will create different challenges. The following list highlights some of the items that must be considered in different planning situations.

9.7.1 New Neighbourhoods

- opportunities for creation of new facilities
- innovative, integrated service models
- difficulties locating legitimate "community representatives"
- difficulty accurately projecting demographics of the new community
- opportunities may exist to renovate heritage structures or to recycle industrial and commercial buildings

9.7.2 Redeveloping and Changing Neighbourhoods

- identification of community leadership not difficult
- community may already have well established history of participation in planning
- inter-agency networks may exist
- service coordination amongst established service providers and agencies may be difficult
- existing community facilities might be suitable for redevelopment or higher utilization
- may be a shortage of land or site for new facilities, or land may be unaffordable

9.7.3 Mixed Use Communities

- potential for conflicts between residential and commercial or industrial uses. Needs particularly sensitive urban design.
- opportunities for service facilities to be located adjacent to commercial activities when appropriate
- commercial and industrial developments can also contribute to community and social service facilities through development charges or other mechanisms
- housing and work sites can be located in proximity to each other creating less reliance on the automobile
- self sustaining "cities within the city" can be developed
- differential application of development charges is required

9.7.4 Size of Neighbourhood or Community

- process should be simplified for smaller neighbourhoods
- more likelihood that many service needs can be met off-site
- the Metro level of municipal government becomes more important in communities outside Toronto
- Council members may become more involved in the social planning process in smaller communities
- large communities are best assessed on a neighbourhood basis

9.7.5 Commercial and Industrial Development

- limited opportunity for establishment of a Neighbourhood Advisory Council
- community input will have to come largely through public meeting and deputations to Land Use Committee and Council
- review of full range of community and social services is not appropriate
- social planning review should take the form of an assessment of social impact and specific service needs appropriate to commercial and industrial developments such as daycare, arts and cultural facilities, worksite recreation, lunch rooms, health facilities, etc.
- if development charges are utilized they have to be calculated on a different basis than on residential property

9.8 Administrative Issues

This chapter proposes that the City of Toronto undertake much more rigorous analysis of community and social services needs that accompany new development in the urban area. To engage in social planning is clearly not new to Toronto, but what is required is a major commitment to dealing with the social issues that confront the City as development proceeds. It is clear that many areas like Harbourfront, Bay/Bloor and even St. Lawrence have been developed without providing suitable facilities for community and social services.
To establish an effective social planning program that can keep pace with the developments now under review several factors will have to be given careful consideration.

9.8.1 Mandate

Council must establish clearly that:

1. All major new development should be assessed to determine the social impact created by the development.

2. New developments should be expected to contribute towards the cost of providing facilities for community and social services such as community centres, health clinics, libraries, schools or arts and cultural facilities.

3. City staff should be assigned responsibility for reviewing major developments and plans for new or changing neighbourhoods to determine the need for community and social facilities and services.

9.8.2 Administrative Structures

It is assumed that neighbourhood social planning and social impact review of major developments will continue to be the responsibility of the Community Services Policy Section of the Planning and Development Department. Some cities such as Vancouver and Halifax have established totally separate departments to advise Council on social issues and to administer various civic programs like grants to community social and cultural organizations. A separate department is not required and, indeed, if the concern is to give more careful consideration of development-related community issues, then it is probably reasonable to continue to provide this service within the Planning and Development Department.

What is required is to ensure that the Community Services Policy Section has sufficient clout to effect cooperation from other departments like Parks and Recreation, Health, and the Library Board. To be effective in developing new and innovative service models for new communities may require that some departments give up control of cherished programs.

9.8.3 Staffing Levels

While ultimately the City may wish to develop a City-wide social services plan, this is a major undertaking. For the present the priority should be to develop neighbourhood plans in all areas undergoing major redevelopment and sensitive areas undergoing change and upheaval. Depending on the complexity of the issues and the neighbourhood, preparation of a detailed neighbourhood services and facilities plan will take from 6 to 18 months. A social planner could manage two, and sometimes three, neighbourhood reviews at one time, depending on their phasing.

A senior social planner should be assigned to provide the overall coordination and research required for development of a comprehensive social and community services plan. The City

will likely have to engage or reassign one or two social planners to deal exclusively with neighbourhood service plans.

9.8.4 Cost Recovery

The Social Planning departments of Vancouver and Halifax have made arrangements with Provincial authorities to cost share their social planning staff costs through the Canada Assistance Plan. The Provincial-Municipal Social Services Review encourages preparation of municipal social service plans and proposes a similar cost sharing mechanism for Ontario.

The City, with the cooperation of Metro, should explore the possibility of obtaining senior government cost sharing of social services planning costs. This could result in recovering up to 75% of the costs incurred by the City. It is possible that with reorganization of current costs, making them eligible for cost sharing, the City could actually expand services without additional municipal funding.

10.0 RECOMMENDATIONS

A summary of the recommendations arising from the material contained in this report is as follows.

Policy Statements on Community Services and Facilities.

1. Social planning should be an essential fully integrated component of the land use planning process.

2. The City should set in place within the Part I Official Plan a separate Section containing Council's Policy Statement on Community Services and Facilities, as outlined in Chapter 5 of this report.

3. The City should ensure that all Part II Plans contain detailed statements on the provision of community services and facilities needed by local residents. This will require the updating of several existing Part II Plans.

4. The social planning review process should parallel the land use planning process, in that social impacts and opportunities should be examined from the very beginning of the City's planning review of any new project or development and carry on through all stages of planning and approval until the final decisions are made.

5. The City should endorse the principle and encourage more equitable access to community services among ethnic and racial minorities, and among disabled and disadvantaged groups.

6. The City should adopt planning mechanisms to enable it to secure space for community facilities prior to development or redevelopment. For example, these may include special zoning use of section 36 increased height and density provisions, and, where appropriate, community improvement plans.

Needs Assessment and Strategic Social Planning Process

7. Needs Assessments should be prepared for all neighbourhoods subject to significant growth and development or social change. These assessments should be done by City staff and include an inventory of all services listed in Appendix A. (See the Flow Chart in Chapter 6.)

8. Community Services and Facilities Plans should be prepared for all neighbourhoods having or anticipating a deficit of needed community services or facilities. These plans should be prepared by City staff and should address all services listed in Appendix A. (See the Flow Chart in Chapter 9.)

9. Municipal departments and service agencies should be involved in the social planning process through establishment of a Social Planning Team drawn from a wide range of disciplines.

10. Community input should be an essential part of all neighbourhood social planning programs. This report recommends establishment of Community Service Councils to participate in and oversee all needs assessments and preparation of Community Services and Facilities Plans. The Councils should include local service agencies, residents and users of services, and should have enough flexibility built into the system to allow for adaptation as community goals become clarified and needs change.

11. Community Services and Facilities Plans should be based on concepts of integrated service delivery. Providing coordinated and complementary community services in the form of one-stop access, the grouping of compatible programs and services, and the sharing of sites and facilities should be encouraged wherever feasible. The basic standards outlined in Chapter 7 of this report should be utilized as guidelines, not absolute standards, for determining service and facilities needs.

12. Needs Assessments and Community Services and Facilities Plans must be prepared at the very beginning of the planning process, rather than introduced in the later stages of neighbourhood planning.

Financing of Community Service Facilities

13. The City of Toronto should pursue several different strategies to enable provision of community facilities to be linked to new development:

    a. use of the Development Charges Act, if determined to be appropriate following the City's own review of the matter;

    b. explore the use of the community improvement sections of the Planning Act (section 28, 29 and 30) to meet community facilities needs in designated areas;

    c. make creative use of the special zoning provisions including section 36, Increased Height and Density provisions, and section 35, Holding Provisions;

    d. continue to use the floor space exclusion provisions that currently relate to community services and facilities;

    e. pursue acquiring additional inclusionary zoning powers from the Province which would enable the City to enter into cost-sharing agreements with developers in identified community services and facilities need areas.

14. The City will not be able to fund all new facilities through development-linked charges and will have to continue to provide capital funding through the existing budget review process.

15. Development charges and other planning mechanisms should be utilized solely for the provision of capital funds or facilities, not for ongoing operating costs or endowments.

Administrative Issues

16. Adequate planning and administrative resources should be provided to the Planning and Development Department to conduct necessary strategic social planning analyses, reviews, monitoring and approvals.

17. Neighbourhood social planning and social impact assessment should continue to be the responsibility of the Community Services Policy section of the Planning and Development Department.

18. Social issues related to development are of sufficient importance that Council should give consideration to establishing a senior level committee, possibly with a direct relationship to the Committee of Heads, to oversee implementation of this report.

19. Staff assigned to preparing and coordinating Community Services and Facilities Plans for endorsement by Council should be at a senior level in order to ensure that the plans have sufficient status to ensure cooperation from other departments.

20. The City, with the cooperation of Metro, should explore the possibility of obtaining senior government cost sharing of social services planning costs.

APPENDIX A

COMMUNITY SERVICES TO BE CONSIDERED FOR THE PURPOSE OF THIS STUDY

Social Services:	Children's aid services, income maintenance services, employment services and job creation programs, home care and support services for seniors and the disabled, community information and referral services, neighbourhood legal services, and emergency shelters and hostels.
Child Care:	Centre-based day care, private home care, subsidies to parents in need, nursery schools, parent-child drop-ins, after school programs, night-time and emergency child care.
Education:	Public schools, separate schools, life skills development (parenting, nutrition, literacy, employment), job counselling and training, upgrading, English as a Second Language (ESL), and basic literacy and numeracy.
Health Care:	Public health, community health clinics, community extensions of existing hospital programs, specialized services for youth, women, alcohol and drug abusers, and other special-needs populations.
Recreation:	Public parks, recreation centres, pools and skating rinks, community centres, neighbourhood and settlement houses, and wide variety of social and recreational programs.
Library Services:	Collections of books and materials for reference and lending, Library-on-Wheels, community outreach and a range of educational, multi-cultural and recreation programs.
Arts and Culture:	Performance facilities, galleries, multi-use spaces, and variety of artistic, cultural and multi-cultural programs.
Religious Services:	Churches, synagogues, temples, mosques, other houses of worship, religious counselling, education, outreach programs, food banks, clothing distribution and a variety of other specialized services and programs.
Public Safety:	Police, fire-fighting, ambulance and emergency services.

APPENDIX B

EXISTING PLANNING CONTROLS FOR NEW DEVELOPMENTS

The Official Plan (Sections 16-27, Planning Act)

One of the traditional mechanisms used in planning for new developments is a municipality's Official Plan. The intent of an official plan is primarily to provide guidance for the physical development of a municipality having regard to relevant social, economic and environmental matters.

There is one Part II Plan in effect in the City which contains specific policies directed at community services and facilities. The Railway Lands Part II Plan adopted by Council in 1985 directs Council to seek to ensure the provision of a full range of appropriate community services and facilities necessary to serve resident and working populations, including primary and secondary schools, daycare, primary health care, libraries, social welfare, fire and police services and facilities. Financial and other assistance from appropriate agencies and other levels of government in the construction and operation of community services and facilities is to be sought. Council is also to encourage the provision of workplace daycare facilities where appropriate.

The key problem with this Part II Plan is no where does it actually designate on a land use map for the Railway Lands the specific location of appropriate community services and facilities. With a multiplicity of land ownership in the Railway Lands, there is no direct incentive for any one owner to contribute land, building, space or facilities.

As an alternate to specific land use designations for community facilities, the conditions for removal of the Holding Symbols in the Part II Plan could require the provision of community services and facilities, such as school sites, daycare and community centres in appropriate locations. The employment of holding symbols is particularly useful where the precise location and need for such services are not known in advance. The plan provisions allowing for the removal of the holding symbol will need to address the issue of ownership and the allocation of sites for such facilities.

A specific policy (s. 1A.35) in the Central Area section of the Part I Plan dealing with "Mixed Commercial Resident Area" effectively allows the density of buildings containing community services and facilities, alone or in combination with other uses, to be excluded from the density limits provided for commercial density. The additional density is however capped in a range of 0.2 times the area of the lot in the Low Density, to 0.8 times in the High Density, Mixed Commercial Residential Areas. Despite this cap, in a Medium or High Density Mixed Commercial Residential Area, additional gross floor area may be permissible

for community services and facilities, with appropriate regard for impacts on built form, noise, traffic and parking.

The floor space exemption policies have worked where the provider of the community service or facility is the landowner. Otherwise the service provider must seek to combine its facility with a development that is able to contribute space, for example, through section 36 agreements or as a condition of subdivision plan approval.

The Zoning By-law (Section 34, Planning Act)

An important municipal planning control mechanism is the zoning bylaw. Zoning by-laws tend to be specific, restricting the use of land and regulating the physical characteristics of development, including the type of construction and the height, bulk, location, size, floor area, spacing and density of buildings and the provision of parking and loading facilities.

Pre-zoning sites for community facilities on publicly owned lands is advisable to provide certainty to area residents as to the future uses of these lands.

Under the current Planning Act, the holding provisions of s. 35 could be utilized to require the inclusion of community services and facilities in public or private development before the holding symbol is removed to permit development to proceed in a defined area. The holding by-law would require detailed Official Plan policies to provide a description of how such services would be developed in conjunction with the development or redevelopment of the planning area.

Site Plan Control (Section 40, Planning Act)

The third traditional control is site plan control or development control. Site plan control allows for detailed scrutiny of a particular development and provides for approval of plans that indicate massing and conceptual design; relationship to adjacent buildings, streets, and exterior public areas; interior walkways and open spaces: vehicular access; design of parking and loading facilities; lighting; landscaping; garbage storage and disposal; and grading of site.

The St. Lawrence Neighbourhood was developed using the traditional planning regulations: Part II Official Plan, zoning by-law amendments, and site plan control. However one widely held criticism of the SLN development process is that social and community services were not implemented in a timely fashion.

Site plan control offers an extremely limited venue for development review and no opportunity to identify community service needs. Apart from the statutory proscription against land use, height and density control under s. 40, the Municipal Board has restricted greatly the use of urban design, massing, built form and conceptual design exercises under site plan control.

Subdivision Control (Sections 49 & 50, Planning Act)

The subdivision control provisions of the Planning Act give the City a broad scope of control over proposed large developments. Subdivision plans to be approved must have regard for "the health, safety, convenience and welfare of the present and future inhabitants of the local municipality". Further, Section 50 "authorizes the municipality to enter into agreements with the land owners as a condition of subdivision approval.

However, approval authority for plans of subdivision, rests with the Metropolitan Council, not local City Council. Therefore the City has used alternative legal mechanisms for approving large scale developments.

The Greenwood/Felstead development located in north Riverdale was sited as the most recent example of a development that was controlled under sections 49 and 50.

Conditions which may be imposed on the approval of a plan of subdivision in Ontario have required land dedications for such community facilities as schools, libraries, community centres and clinics. The test of land dedication has been one of the "reasonableness" of the contribution, under s. 50 (5) of the Planning Act. Monetary contributions formerly made pursuant to s. 50 (5) (d) of the Act in the form of lot levies are now to be superceded by the Development Charges Act.

Increased Height & Density Zoning (Bonusing) and Master Agreements (Section 36, Planning Act)

The primary planning mechanism for the development of the Massey-Ferguson lands is the section 36 (Bonus) agreement. In addition to specifying responsibilities and timing for new road construction, provision of parks and "publicly accessible private open space", heritage conservation, public art, streetscape improvements, landscaping and other urban design considerations, section 36 enables a municipality to allow increases in height and density in return for "facilities, services or matters" that then can be secured through agreements registered on title.

Section 36 agreements can allow for community services and facilities, or monetary contributions in lieu, to be contributed in exchange for site specific increases in height and density. Official Plan policies must be in place to permit the implementation of s.36 bonus agreements.

A Special Case: "Master Agreement" Between the Harbourfront Corporation and the City of Toronto

In addition to a Part II Official Plan and the Harbourfront Zoning By-law, another control in place in the Harbourfront development is a "Master Agreement". This agreement (unique to Harbourfront) outlines the approval process and requirements for the various sub-areas,

each of which must have a plan approved by the City before it can be developed.

The sub-area plan was intended to be the principal planning tool for the Harbourfront development; consequently the Harbourfront Zoning By-law did not use any of the conventional zoning categories (eg. maximum densities are not specified). The sub-area plans are prepared by Harbourfront and submitted to the City for approval. They allocate densities and uses to specific parcels within a quay, locate access and secondary roads, discuss design guidelines, park spaces and so on.

However, the sub-area approval process has proven to be problematic for a number of reasons. First, overall site planning co-ordination is made difficult because each plan is considered in isolation. Second, in a number of cases, Harbourfront Corporation submitted plans for approval after the specific development programme and developer had been selected through a proposal call process. This made it difficult for the City to refuse sub-area approval when a specific development worth millions of dollars was in a position to proceed immediately.

Master agreements such as those between the City of Toronto and Harbourfront Corporation and the City and the Railway Companies have yet to secure to the City needed community services and facilities in these areas, in part, because of the lack of precise official plan policies to direct the inclusion of these services in the most appropriate locations as each sub-area or precinct develops. As the plan for the district becomes built out, opportunities are lost to service provision or space dedication. With a multiplicity of ownership in the planning district, each owner seeks to shield its holdings from inclusion for community services or facilities, in the absence of specific holding by-law contingencies, subdivision conditions or official plan designation policies.

Holding By-laws (Section 35, Planning Act)

A plan of subdivision process was avoided in the Railway Lands by employing section 35 holding provision by-laws. In order for the holding designation ("H") to be removed, certain conditions must be satisfied. These conditions include submitting a precinct plan, a precinct agreement, an environmental report, an environmental agreement and a concept plan for approval.

However, "Section 35 does not provide authority for a municipality to enter into binding agreements with owners to secure any of the conditions that have been identified as criteria for removing the holding designation. To overcome this, the City of Toronto Act was amended by the Province to give the City this authority in the case of the Railway Lands.

Section 35 may be helpful in ensuring the phased provision of the social service infrastructure".

Unfortunately, the removal of holding symbols is not made contingent on the securing of community services facilities or land sites to the City as development applications are made.

As holding symbols are removed for precincts in planning districts, specific conditions need to be contained in official plans whereby the land owners are required to reserve and secure to the City land space or facilities for schools, community centres, libraries, clinics, day care, fire and police stations. These are standard subdivision plan approval conditions in Ontario, which need to be carried forward to a holding designation process.

Purchase and Sale Agreements

Lands owned by the government, especially at the municipal level, allow the City to attach conditions to the purchase and sale of parcels to private developers. This regulatory mechanism goes beyond the limitations imposed by the Planning Act. This mechanism was exercised in the St. Lawrence Neighbourhood development when the City imposed restrictions on the re-sale of the market townhouse properties.

Powers of Consent (Section 52 Planning Act)

Another option available to the City to control the planning process of a publicly owned property is the application of section 52 powers of consent. This would involve amending the City by-law which delegates such powers to the Committee of Adjustment. By withdrawing the authority of the Committee of Adjustment to give consents, Council could delegate these powers to a Committee of itself, e.g., the Land Use Committee.

In order to facilitate the use of section 52, the City could transfer a City-owned site to an independent (i.e. non-municipal) non-profit development corporation. Conditions could be attached to such a transfer requiring "a consent application before development and servicing can proceed. The plans and conditions then approved would be registered on title and binding on all successive owners.

Given the small scale of land division involved at this level, compared with a plan of subdivision, it is not likely that community facilities and services would be secured in this manner.

Development Charges (Bill 20)

Bill 20 provides authority for a municipality to impose a broad range of charges against land that requires some measure of servicing to be developed. The application of Bill 20 may not be that significant for publicly owned lands as there are a number of mechanisms available to the City to ensure its objectives are met, as noted above. It has been suggested an interesting application of Bill 20 powers is the possible imposition of development charges outside of Ataratiri. To the extent that the community facilities and physical infrastructure developed will benefit adjacent areas, a strong case could be made for requiring contributions from nearby developments.

Community Improvement Area (Section 28, Planning Act)

There are constraints facing the City in the development of community facilities and other non-residential activities. These include The Municipal Act restrictions on receiving less than market returns from commercial and industrial development. Designating a site as a community improvement project area is one possible alternative approach.

APPENDIX C

COMMUNITY TASK FORCE ON NEIGHBOURHOOD SOCIAL AND RECREATIONAL SERVICES - APPENDIX "F"

APPENDIX "F"

Procedures For Future Development of City Funded Recreation And Community Centres

A. Introduction

Over the past few years, the City has supported the development of both City-operated recreation centres and City-funded community centres. These two types of facilities can be distinguished by the degree of emphasis placed on the provision of community service versus recreation programs and their management structures. The City currently lacks a policy and written procedures as to how a service development process that arrives at a choice between these two types of centres should proceed. Consequently, the process itself and the final selection decision has displayed some of the following:

- Insufficient representation of relevant parties.
- Lack of clear expectations with respect to local planning structures and group composition.
- Inadequate needs and resources studies.
- Lack of written criteria to be used in determining proposals eligible for Council consideration.
- Exploration of an inadequate variety of alternatives for potentially meeting local needs.
- Lack of clear opportunities for normal response by City departments and community agencies to identified needs and proposed service/centre development alternatives.
- Lack of opportunities for Council to give approval in principle at critical stages of the process.
- Lack of criteria to be used in selecting program/service emphasis of final proposal and appropriate management structure.

B. Purpose of Guidelines

These guidelines have been developed to ensure that emerging community groups will be aware from the outset of the criteria that Council will use in deciding on the merits of City support for specific proposals arising from neighbourhood needs, identification and service development efforts.

These guidelines place emphasis upon the documentation of local needs and the thorough consideration of various alternatives to meeting identified needs, the promotion of the use of existing agencies, facilities and resources rather than the development of new facilities and clear opportunities for Council decision at critical planning stages. The guidelines assume that a variety of organizational forms could be developed at the neighbourhood level to achieve the requirements of these guidelines.

Generally speaking, local service planning efforts can be seen as proceeding through three stages:

- Formation of a group of people and organizations around perceived problems or issues.
- Identification and assessment of local needs and available resources.
- Development of a detailed proposal for addressing the identified issues and problems.

These guidelines are organized around these three stages.

STAGE I - Initiation

The initiation of some neighbourhood process that ultimately leads to a new facility or the expansion or modification of an existing community or recreation agency can take many forms. It can result from groups of neighbourhood residents coming together tod deal with a specific perceived need or issue or it could be generated by another process, e.g. Neighbourhood Improvement Program. A group of agencies providing service might also initiate such a process to facilitate a more comprehensive system of services in the neighbourhoods they serve.

These guidelines do not prescribe a particular form that the initiation of neighbourhood needs identification and service development initiatives should take. They do, however, identify the criteria that Council will use in considering the merits of requests for City support for specific proposals that may emerge from such local initiatives.

It is recognized that these guidelines tend to be oriented to existing communities. Where there is no existing community, e.g. St.Lawrence, the planning process would need to include special provisions such as the involvement of agencies providing services in surrounding areas.

PHASE II - Identification of Needs and Resources

Guidelines

1. No proposal for a City supported recreation or community centre will be considered prior to the completion of a study of local needs and resources.

2. Greater consideration will be given to studies involving the participation of the following:

    - local residents
    - community and recreation agencies currently providing service in the local area.
    - representation of the Department of Planning and Development.
    - representation of the Department of Parks and Recreation.

3. The local needs and resources study should take into consideration existing statements of city-wide needs and priorities.

4. A report on needs and resources shall be submitted to Council for its consideration and comment.

5. Following the completion of the needs and resources study, a report on Service Options must be prepared for Council consideration. This Options Report must provide evidence that at least the following 4 options were adequately considered:

    1. Needs not sufficient for further action.
    2. Existing organizations can co-ordinate activities to meet the identified needs without further City action other than monitoring of progress.
    3. Needs can be met by existing organizations but additional City resources are required This option must be accompanied by an approximated ballpark cost of City resources required for the first 3 years.
    4. City initiative is required to develop a new facility. Again this option must be accompanied by an approximated ball park cost to the City for the first 3 years.

If either Option 3 or 4 is being recommended, the following steps must be undertaken.

a) Requests for written responses on the Needs, Resources and Options Report shall be mae to appropriate civic departments and community agencies and these responses shall be included in the report submitted to Council. A request for such response within one month shall be deemed adequate.

b) The report with written responses attached shall be submitted to Council for its review and request for approval in principle.

PHASE III - Development of Detailed Proposal (if 3 or 4)

Guidelines:

If Option 3 is approved in principle by Council, a detailed proposal must be developed and it must contain the following:

1. Report on community consultation process followed.
2. The types of services needed and the priorities for service development.
3. The existing organizations to be involved and the roles that each should play.
4. Documentation that the identified organizations are willing to perform these roles proposed and the necessary conditions for such participation given Council approval of the proposal.
5. The nature and extent of non-City resources that will be utilized and the likelihood that these will be forthcoming.
6. A review of various management/organizational structures that could be utilized and a recommended model.

7. Estimated costs to the City of the proposal and proposed methods of accountability.

Proposal submitted to Council for decision.

If Option 4 is approved in principle by Council, a detailed proposal must be developed and it must contain the following:

1. Report on community consultation process followed.
2. The types of services needed and their priorities.
3. The reasons why a new agency and/or facility is required.
4. A review of various management/organizational models considered a recommended model the criteria used in making the recommendation and a description of how the model would fit into existing funding structures of the City.
5. The ways in which the proposed organization would co-ordinate its programs with existing organizations.
6. The nature and extent of non-City resources that will be utilized and the likelihood that these will be forthcoming.
7. Proposed methods of accountability to Council and users.
8. Estimated costs to the City of the proposal (both capital and operating)

Proposal submitted to Council for decision.

Where Option 4 is approved, the determination of the initial staffing levels, whether the facility is to be a directly-operated recreation centre or a City-funded community centre, will follow the principle that sufficient staff are required to efficiently and effectively realize the physical and program potential of the facility.

During the period August 1, 1982 - June 30, 1985, the Implementation Task Force will review proposals under these guidelines on the request of Neighbourhoods Committee.

APPENDIX D

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT HARBOURFRONT/RAILWAY LANDS COMMUNITY WORKING COMMITTEE'S ASSESSMENT AND SERVICE REVIEW PROCESS

The process suggested by the Committee is summarized in the following:

1. Definition of a service catchment area for information and study purposes.

2. Demographic review and analysis of the existing and future population included within the catchment area.

3. Inventory of existing community services and recreation facilities in the catchment area.

4. Comparison of City-wide recreation and service facility distribution with study area.

5. Survey of existing community and recreation service providers. This will identify:

   - types of service providers;
   - programs offered;
   - user groups;
   - studies undertaken by the service community;
   - service needs and/or gaps.

6. Review of space and facility needs. This will identify:

   - existing community space (type and amount);
   - allocation and availability of the space (user groups).

7. Outreach Meetings with:

   - resident associations;
   - service agencies and organizations located in the catchment area;
   - other special interest groups.

8. Site review.

9. Analyze results of the survey and outreach, and establish service and facility priorities. Communicate findings with the Technical Advisory Committee and obtain their input.

10. Prepare a final needs and service review assessment with appropriate recommendations. Submit report to Neighbourhoods Committee.

APPENDIX E

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT HARBOURFRONT/RAILWAY LANDS COMMUNITY WORKING COMMITTEE'S ASSESSMENT AND SERVICE REVIEW STRATEGY

The following details the manner in which target groups were approached and information secured.

Criteria for Defining the Catchment Area

- distribution of existing services
- existing and future population concentration
- similarities in the area's development/growth
- access and barriers to existing and future services

Primary and secondary catchment areas were identified.

Community Profile

Population data for the area is non-existent as the last census was undertaken prior to the development of Harbourfront and the Railway Lands have yet to be developed. A population model was created by the Planning and Development Department and City Housing. The model took into consideration the zoning currently in place for the Railway Lands and the development proposal prepared by the developers. The model projected population for the Railway Lands and estimated the current and future population of Harbourfront.

Other information and assumptions which were taken into consideration in determining the community profiles of these developments included:

- mix of private market and social housing units;
- City Council's policy that states that 25% of all the social housing produced in the Railway Lands must be housing suitable for families with children;
- other City wide trends such as aging, family composition, etc.

Community Outreach and Service Provider Meetings

(i) Eight (8) meetings were held in the primary and secondary catchment areas to review the need for a community recreation centre;

(ii) In addition to the discussions during the meetings, participants were also asked to completed a survey questionnaire

APPENDIX F

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
EAST DOWNTOWN TORONTO - NEEDS ASSESSMENT

Information gathered from the service providers included: name of service provider; locational stability (own, rent, free) of the service provider; type of service provided (health, counselling, etc.); client type (sex, income, state of health, etc.); capacity (at/over/under); and percent of clients which are local residents.

Information gathered from Statistics Canada Census Statistics related to the clients served and focused on the following:

- population characteristics (age)
- mother tongue
- household structure (no. persons total, no. of children)
- dwellings (total #, by type, owner/renter)
- income
- education (level completed)
- labour force (unemployed, employed in which industries)
- lifestyle (age, mobility, family structure, type of housing, etc.)

APPENDIX G

GANDY, J:

AN INTEGRATED DELIVERY SYSTEM FOR HUMAN SERVICES:

PROPOSED INTER-GOVERNMENTAL RELATIONSHIPS AND FUNCTIONS

An integrated delivery system for the human services: proposed inter-governmental relationships and functions

FEDERAL LEVEL

- to establish a National Social Policy
- to negotiate Federal-Provincial cost-sharing agreements
- to enact appropriate legislation
- to offer international services
- to establish an effectiveness audit

DIRECT SERVICES

- manpower services
- work activity programs
- consultation in criminal justice field
- parole

TRANSFER PAYMENTS

- Old Age Security
- Unemployment Insurance
- Other Demogrant Programs

PROVINCIAL LEVEL

- to reconcile Provincial-Federal Social Policy
- to establish funding formula for Regional Councils
- to enact appropriate legislation
- to delegate appropriate authority
- to develop a strong research, planning, and policy development capacity

SERVICE AUDIT

- to monitor the quality and effectiveness of regional services
- to offer staff training and development programs
- to offer specialized services
- to establish service standards

INCOME SUPPORT

- Family Allowance Program
- General Welfare Assistance

REGIONAL COUNCIL

- to determine appropriate social service mix for region
- to develop liaisons with appropriate human and physical resources
- to prepare a regional budget
- to maintain an evaluation, planning and research capacity

CITIZEN'S HUMAN SERVICES COUNCIL

- to monitor the input and appropriateness of all services in the area
- to establish an innovative advocate

HUMAN SERVICES COMMITTEE

- management of integrated social service program
- hiring of staff
- human resource management
- program evaluation

REGIONAL ACTIVITIES

- citizen self-help activities
- outreach programs
- provision of appropriate facilities
- impact analysis of social service programs (individual and collective)
- social problem identification

direct relationship
monitoring relationship
co-operative relationship

APPENDIX H

PROVINCE OF ONTARIO
MUNICIPAL DEVELOPMENT CHARGES PRACTICES

Region of Durham

There is a regional levy and lower tier levies on residential properties in the Region of Durham. The Town of Ajax is the only municipality which levies on industrial property and the extent of the charge is negotiated with the developer. Both the regional and area municipalities charge different levies for different housing types.[1] For example, in the City of Oshawa levies range from $1,122 for an apartment unit to $3,421 for a single family dwelling (1990 figures). According to Slack's findings, the combined regional and local charge for the Region of Durham could go as high as $9,800 (1989 figures).

In most cases in the Region of Durham, the charge is calculated for sewer, waste and roads. In the City of Oshawa, however, levies collected are also for recreation. Discussions with municipal staff found that approximately 45 to 50 percent of the levy collected is utilized for recreation.

Region of Halton

The Region of Halton also differentiates development charges by housing type and the Region and the Town of Milton further differentiate by urban and rural areas. Combined regional and local charges could go as high as $6,600 for residential development in the Region of Halton (1989 figures). There is a commercial levy in the City of Burlington and commercial and industrial levies in the Town of Milton.[2]

The regional levy in Halton is for sewer, solid waste, water and other capital purposes. According to C.N. Watson's survey, the percentage of the area municipalities levy for soft services (i.e. library, fire, recreation, etc.) ranges from 40 percent in Oakville and Burlington to 84 percent in the City of Oakville.

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[1] Slack, Enid. March 1990. An Economic Analysis of Development Charges in British Columbia and Ontario. Vancouver: The Laurier Institute. p. 33.

[2] Ibid. p. 35.

Region of Peel

The Region of Peel and its area municipalities all levy on residential, commercial and industrial developments. Discussions with the Region of Peel Finance Department revealed that the regional residential charge for units over 1,050 square feet in size is $5,243.29 per unit. 4.8 percent of the charge is earmarked for social service facilities. The Region of Peel has established approximately ten Daycare Centres utilizing funds collected from development charges.

The City of Mississauga residential development charges range from $4,190 for a detached house to $1,506 for a senior citizen apartment unit. The charges collected are distributed as follows:

Parks and Recreation	73.0%
Library	11.9
General Government	7.8
Transit	3.8
Fire	3.4

Discussions with City of Mississauga staff revealed that the new City Hall was partially funded through development charges. Included in the Parks and Recreation category are park land, community centres, pools, arenas, tennis courts and playing fields. Daycare Centres are not funded through development charges as the Region of Peel is the provider of daycare services in the City of Mississauga.

Region of York

The combined regional and area municipality levies could go as high as $14,600 in the Region of York.

Charges in the Town of Richmond Hill, for example, are $6,098 for a single family dwelling. Approximately 73 percent of the charge is utilized for such soft services as library, parks and recreation, fire, trees, etc. Daycare centres are not provided for by the Town. Richmond Hill also has an additional special purpose levy for the development of its new city hall.

Region of Ottawa-Carleton

Development charges in the Region of Ottawa-Carleton are also quite significant. Regional and local levies combined in 1989 amounted to almost $13,000 in the City of Nepean, almost $12,000 in the City of Kanata,over $11,000 in the Village of Rockcliffe and almost $11,000 in the City of Vanier.[3]

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[3] Ibid. p. 35.

The City of Nepean, for example, allocates its residential development charge revenue in proportion to the net cost of the work program of new developments as follows:

- Roads, Bridges and Depots
- Sanitary Sewers
- Storm Drainage
- Park Development and Recreational Facilities
- General (Fire, Police, Libraries & Administration).

Discussions with Region of Ottawa-Carleton staff revealed that the regional levy is not used for the provision of social services.

APPENDIX I

CITY OF ETOBICOKE
NEEDS ASSESSMENT TECHNIQUES

Trends in Aging: Recent developments within the context of population aging have significant planning implications. Increased life expectancy, improvement of health in old age, aging of ethnic groups, changes in income levels and deinstitutionalization are recent developments which have planning implications.

Trends in Employment: Recent developments in employment which have significant planning implications include growth of part-time work force, significant increase in the proportion of the labour force employed in the service sector, female participation in the labour force on the rise, increase in people working out of their homes, flexibility in the timing of work force participation and decreasing amount of time spent in the work force.

Trends in Family Forms: Family forms have been evolving rapidly since the late 1960s. Some recent trends include increase in marriages, decreasing family size, number of childless families decreasing, increase pressure for pay and status equity in the home, the community and the workplace, and ethnic population becoming more diverse.

Trends in Daycare: There is a significant increase in the number of mothers entering the workforce while children are young, along with a concomitant increase in the number of "latchkey" children. A broader range of income levels in the community will mean that parents will seek daycare of many kinds. As well, the sharply increasing population of older adults and the continuing scarcity of facilities to house and care for the elderly will mean that more older adults will seek adult daycare programs and facilities.

Trends in Federal and Provincial Programs: Large numbers of innovative programs are appearing in many areas of service. Among them are programs to promote mental and physical health, personal and community safety, to integrate more restricted or handicapped people into the social mainstream, and to serve particular needs of both criminals and victims.

With a goal of integrating people into the community, and avoiding removal from the community wherever possible, we are seeing increasing deinstitutionalization of the handicapped, criminal offenders, those requiring long-term medical care. There is increased pressure to create and expand programs that avoid incarceration of non-violent criminals and minor offenders. There is increased support of different kinds for individuals and families, including transition shelters.

Trends in Leisure: There is increasing emphasis on education or personal improvement through learning and skills development, following a general increase in flexibility and individualization in leisure. This trend accompanies the trends in employment and family forms noted above. The emphasis on physical fitness and general wellness is also increasing. Finally, there is greater emphasis on individual responsibility for self-care, and community responsibility; greater emphasis on programs to promote nutrition and fitness.

Trends in Community Decision-Making and Control: The public has become increasingly concerned and vocal about any threat to their quality of life and satisfaction with their community. There is a demand for and expectation of involvement in local decision-making.

APPENDIX J

CITY OF ETOBICOKE
PLANNING IMPLICATIONS FOR SOCIAL TRENDS

Trends in Aging Planning implications of aging can be related to:

(i) Delivery of Social Services Some issues to consider include:

- o leisure and recreation planning will have to account for the demands of a group of presently "non-traditional" users of such facilities and programs;
- o need for extended support services, both of a counselling nature and in the nature of specific services;
- o delivery of health and social services at the neighbourhood level will become a more pressing planning issue as the population ages.

Social planners must be able to anticipate the level of service demand and to program adequate response for municipally delivered services.

(ii) Physical Planning in the Urban Context Specific planning guidelines for accessibility to public environments are required. For example,

- o more consideration for lighting, walkways, surface treatments, distances to facilities and appropriate rest areas;
- o increased wheelchair accessibility and careful design of public washroom and other facilities;
- o spacing of public transit stops and the accessibility of transit facilities should be considered from the older-user perspective;
- o libraries, recreation centres and other indoor and outdoor facilities will be extended and adapted to meet the needs of this population;
- o parks and open spaces may require special consideration to facilitate their use by older adults.

(iii) Legislative or Guideline Permits Creative solutions to improve usefulness of the community to older residents are required.

- o guidelines must be developed to encourage and permit the development of a full range of housing choices for the elderly;

- neighbourhood level services should be permitted and encouraged;

- multi-purpose service centres (shopping, personal services, information centres) will facilitate more comfortable community living for people who are not as mobile as they once were.

Trends in Employment The projected economic situation in general, and its impact on the employment situation, will result in several new or increased planning requirements:

(i) Increasing numbers of people who require subsidized housing;

(ii) More services will be needed at the neighbourhood level;

(iii) High-tech work that will require high-touch environment; thus a need for neighbourhood work centres;

(iv) The utilization of under-used residential space for home occupations will require readjustment of zoning codes;

(v) An upgraded job creation program, to be correlated to the need for services (e.g. adult and child daycare), and to environment programs;

(vi) Closer linkages between flexibility of job structures and maximization of worker output.

Trends in Family Form Changing family forms and changing population configurations are likely to impact on planning in the following ways:

(i) More cooperative living arrangements;

(ii) More rent-sharing arrangements;

(iii) More types of housing;

(iv) Housing conversions;

(v) More facilities such as libraries, recreational facilities, clinics and service centres to be provided at the neighbourhood level.

Trends in Daycare Increasing need for adult and child daycare has the following planning implications:

(i) A need for construction of more daycare facilities;

(ii) A more active licensing program to facilitate quality control;

(iii) Child daycare geared to many income levels and personal needs;

(iv) Adult daycare geared to many needs;

(v) Expanded subsidy programs;

(vi) Daycare on a flexible schedule to accommodate changing work schedules.

These needs can be met by taking steps to provide daycare centres as free standing in residential areas; as integral parts of public buildings, and incorporated in new retail and industrial developments.

Trends in Federal and Provincial Programs: Planning implications of the increasing responsibility of the local community for the care of those who were institutionalized include:

(i) Many more group homes of many types;

(ii) Facilities located close to services and transit;

(iii) Greater flexibility of location;

(iv) Concern for security.

Trends in Leisure: Trends in leisure noted above lead to the need for increased adaptability to program for differing ages, income levels and interest factors. Planning implications of this trend include attempting to provide for:

(i) More fitness programs;

(ii) More outdoor programs;

(iii) More varied indoor programs:

(iv) More neighbourhood facilities.

Trends in Community Decision-Making and Control: The dominant public issues of control in decision-making and concern for the environment have the following planning implications:

(i) More structured involvement of the public in considering options;

(ii) Greater sensitivity to and involvement with environmental issues.

The thrust of the background paper was that planning regulations should be used to facilitate the needs evolving due to recent trends.

APPENDIX K

CITY OF EDMONTON

INTEGRATED APPROACHES TO SERVICE DELIVERY

The City of Edmonton has attempted to integrate a number of services in new developments. The need for institutional facilities is examined during the completion of the "Area Structure Plan", the "Neighbourhood Structure Plan" and "Plan of Subdivision". Institutional uses which are examined during the planning stages of new developments are detailed below:

Area Structure Plan: Hospitals, Health Clinics, Church, Fire Stations, Schools

Neighbourhood Structure Plan and Plan of Subdivision: Hospitals, Health Clinics, Churches, Fire Stations, Schools

NEEDS ASSESSMENT

The bodies responsible for determining the need for institutional facilities in the City of Edmonton are discussed below.

Hospitals: Planning for hospitals is typically done by the various local Hospital boards and their planning committees who, with the assistance of the Department of Hospitals and Medical Care and consultants specializing in hospital planning, identify specific needs and come forward with proposals.

Community Health Clinics: Edmonton Local Board of Health undertakes planning for clinics as part of its responsibility for delivering preventive health services to the community. The general need and a potential site for a regional health clinic are identified by the Board of Health in consultation with the Planning Department and the land developer during the preparation of an Area Structure Plan. A specific site is selected at the time the Neighbourhood Structure PLan and Plan of Subdivision are prepared.

Churches: The Alberta Interchurch Planning Association assists Religious Bodies, developers and governments to assess the need for church sites in developing and changing areas.

Fire Stations: Edmonton Fire Department in consultation with other civic departments, the Planning Department, and developer determine the need and plan for fire stations.

Police Stations: Planning for protective services and police stations is undertaken by the Planning and Property Management Sections of the Police Department under the direction of the Department's Executive. They also monitor population growth and demand for protective services. Actual facility planning is done by the Property Management Section. Sites are not identified during Area or Neighbourhood Structure Plans but plans are circulated to Police for review and comment.

Libraries: Edmonton Public Library Board (appointed by City Council in accordance with the Provincial Library Act) is responsible for the overall planning and delivery of library services. Sites for libraries are not specifically identified as part of the Area Structure Plan process, though plans are circulated to the Library Board. Long range planning for library facilities is now guided by the Local Policy Plan.

Schools: The need, general location and size of sites for schools in newly developing areas is identified by both the Public and Separate School Boards in consultation with the City Planning Department, the Parks and Recreation Department and the land developer at the time the Area Structure Plan is prepared.

Fire Stations: Factors considered when planning for fire stations:

1. A Maximum Response Time for Pumper Units of Three Minutes
2. Density/Property Values
3. Special Hazards
4. Accessibility
5. Neighbourhood Impact

Police Stations: The development of new districts and police stations is based upon standards (e.g. police hazard's formula) applied to population growth, with reference to the extent of the area to be served, the type and number of properties in the area, and the existing demand for protective services (i.e. incidence of crime, emergency situations).

Libraries: Library uses a population of 50,000 as an approximate yardstick for the establishment of a new branch facility. The minimum population threshold for providing library services is 30,000. Newly developing areas are typically served by bookmobiles.

APPENDIX L

CITY OF EDMONTON
PLANNING MECHANISMS

Hospitals: The factors typically considered in selecting a location and site for a hospital include: distribution, accessibility, environment, land requirements, land ownership and costs, professional offices and related health-care services.

Health Clinics: General Planning Principles for newly developing areas:

1. temporary accommodation, rented by the session, will be used for clinics as soon as demand warrants it
2. store-front full-time facilities will be leased for five years as the population nears 10,000
3. planning for a permanent regional health centre, either alone or in conjunction with other related services but necessarily in close proximity to a regional shopping centre, will be instituted with completion aimed to coincide with the population reaching 30,000
4. the population served by a regional health centre should be about 50,000 and in any case not more than 60,000. If this figure appears likely to be exceeded, a new planning cycle (as above) should be instituted.

Churches: The process which is undertaken in determining site and location of churches in new neighbourhoods, is briefly discussed in the following.

1. Planning Department sends proposed Plans to the Alberta Interchurch Planning Association who, in turn, circulate the Plans to their members.

2. The Association finds out which members would be interested in obtaining church sties in the new area and informs the Planning Department of the desired number and size of sites, preferred locations and any special timing considerations which individual church groups might have identified.

3. The Church Working Committee reviews all requests for church sites.

4. The developer is informed of the need for sites and the Planning Department's recommendation for support of the Area Structure Plan is made subject to the inclusion of the church sites. Further, the Planning Department's support for each Neighbourhood Structure Plan is conditional upon inclusion of the required church sites.

5. The church group negotiates the purchase of the site.

APPENDIX M

THE AMERICAN APPROACH
MECHANISMS USED TO OBTAIN FACILITIES

Town of Danville, California[1]

The Municipal Code for the Town of Danville requires the establishment of Child Care facilities in connection with residential and non-residential developments.[2] The developer of a residential project of one or more dwelling units or a non-residential project having a gross floor area of 2500 square feet or more must, prior to issuance of a building permit, pay a fee or participate in the construction or establishment of child care facilities. The purpose of this regulation is "to achieve the desired ratio of 1 child care space per 40 residents Town wide".

Fee formula in the case of residential development is based on the estimated number of pre-school and school age children per unit, multiplied by the percentage of residents anticipated to desire child care, multiplied by the per child cost of providing child care. For single family developments the formula is .61 x .22 x $2490 = $335 per unit. For multi-family developments the formula is .21 x .22 x $2490 = $115 per unit. In the case of non-residential development the fee is $.25 per square foot of net leasable area. All fees go into a separate Child Care Fund.

Non-residential projects and residential projects that will exceed 50 units, may participate in construction of facilities in lieu of fees. This latter process includes a needs assessment and an action plan.

Hartford, Connecticut[3]

New "incentive" zoning regulations were adopted in February 1984 extending bonuses for day care centres and the preservation of historic buildings.

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[1] Telephone interview with Carla Nelson of Professional Resource Group.

[2] As found in Addition to Title 8 (Planning and Land Use) of the Municipal Code: Chapter 57: Child Care Facilities.

[3] Telephone interview with Peter Spitzner, Chief Planner.

Incentive zoning for the construction of child care facilities in the downtown has not been very effective. To date, only one project has been completed, though another proposal currently under way appears as if it may be successful as well. The regulation, which originally provided density bonuses for public amenities such as plazas and art space, allows a bonus ratio of 6 to 1 FAR, with a cap or maximum bonusable space equal to one (1) times the gross lot area.

The stumbling block to development has been the state health department's regulations regarding outdoor play space. The one project that has been successful converted a former loading dock to outdoor play space, while other proposals which have designed play space on top of parking garages or in playgrounds across a street from the development have been rejected. The proposal that is currently in the works uses an adjacent site owned by the Catholic Church for outdoor play space, and because no road intervenes will probably be approved. The centres are open to everyone, not reserved for the workers in that particular building.

Other mechanisms for providing community services in the downtown area are restricted to neighbourhood projects requested by council. "Affordable" housing, parks, etc. can be funded by fees in exchange for density bonuses.

Boston, Massachusetts[4]

Current planning regulations[5] in the City of Boston require that:

- projects exceeding a building height of 125 feet or a floor area ratio (FAR) of 8 must provide space for child care facilities;
- projects with a non-residential gross floor area of 100,000-200,000 square feet must provide space for child care equal to 2% of the gross;
- projects 200,000-500,000 square feet must provide at least 4,000 square feet;
- projects 500,000-1 million square feet must provide 8,000 square feet;
- projects of 1 million square feet or more must provide 12,000 square feet.

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[4] Telephone interview with Peggy Ings, Assistant Director, Boston Redevelopment Authority.

[5] Section 38-18: Midtown Cultural District Use Regulations, No. 4: Inclusion of Day Care Facilities.

Any project subject to this provision [ie. residential uses excluded above?] must provide a minimum of 4,000 square feet of space for child care or the minimum set out above, which ever is less. The facility may be created on site or within specified districts in the city.

During the past year, since the Mid-town Cultural District rezoning, the requirement to provide child care facilities has been extended to other areas being rezoned and to other major developments which have not required rezoning (i.e. the requirement is not strictly linked to zoning changes). Other types of service facilities or levies to provide them also exist.

At first, developers grumbled quite a bit about the new regulations, but four major developments have now designed on-site child care facilities (though construction is still some way off). In addition, some developers have joined the Child Care Subcommittee of Council in order to help iron out regulations regarding the operation of the facilities, including who will pay operating costs. These issues are not yet resolved.

Paul Bain of CityPlan '91 has been studying Boston's Master Plan regarding linkage policies for moderate and low-income housing. The Master Plan states that linkage policies may be used to provide social services, but does not specify these, nor does the Boston Redevelopment Authority's publications list anything relevant.

New York, New York[6]

In the City of New York, general levies are used to provide parks and recreation; zoning formula are used to provide open space (or "plazas"); and tax credits are used to increase the supply of moderate and low-income housing.

Community participation is encouraged through the City's system of Community Boards (57 throughout New York City). Each Board has about 30 members, which are appointed by Borough presidents and council members. The Boards hold public meetings to review development proposals, and suggest budget priorities both for capital and service expenditures. Development proposals, unless property is owned by a public authority, must be approved by the Community Board. This encourages developers to add in community benefits. If there are no community benefits or the project is deemed detrimental to the community, they can refuse to approve the project. There is an appeal process through the Planning Commission, but public opinion does have some impact.

Several years ago, the City introduced a bill to amend the administrative code of New York to require new hotel and office spaces to provide, on premises or nearby, child care facilities or pay a fee in lieu. The bill has been stalled in committee since February 1988. It is strongly supported by child care advocacy and good government groups, but strongly

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[6] Telephone interview with Andrew Lowenthal, Chief of Staff from Councilwoman Carolyn Maloney's Office.

opposed by real estate, building, development, and hotel interests, who argue that it is unfair burden on the corporate sector.

The bill to amend the administrative code of New York requires that every new or renovated building (with at least 50,000 additional square feet) containing hotel or office space must provide child care facilities (for children aged 6 and under) in the building or within one-half mile. The facility must be a minimum of 3,000 square feet, or square footage equal to the additional square feet of the building multiplied by .01, which ever is greater. In lieu of this, the developer can pay a fee equal to $1 per square foot of the office or hotel project. Fees go into a special trust fund for the development and expansion of child care facilities.

This bill was part of a package with 2 other bills: one which offered tax credits to real estate interests that offered on-site child care, and the other bill offered tax credits to employers who share the cost of employee's child care expenses. All 3 bills were opposed by former Mayor Koch, but with new Mayor Dinkens endorsement of the concept, a new City Charter which gives Council more power, particularly over budgeting, and new State funds for child care becoming available, there is hope the bills will be passed. Councilwoman Maloney (representative for East Harlem and the South Bronx) has also created a new joint Council/Mayor's Committee to develop an action plan on child care to make use of new State funds.

Milwaukee, Wisconsin[7]

The City has drafted an ordinance establishing an impact fee for office, retail and hotel developments to fund day care facilities. However, the ordinance has not been passed due to considerable opposition from the business community and because, according to City solicitors, State statutes do not allow the imposition of impact fees or linkage policies. The City will attempt to rewrite the ordinance and call the "impact fee" a "tax," instead, which is allowed by law.

The ordinance requires that developments of 50,000 square feet or more must provide a day care facility on or near the site, either singly or in conjunction with another development, or pay a fee in lieu. The facility must be operated for 5 years, at which time it may be reduced or eliminated based on annual evaluations of utilization and need, but only following a public hearing. Justification for ordinance is based on need for child care among employees, and on studies that "have shown that workers that have proper and affordable child care are more productive on the job and are less likely to be absent from work."

Fees are $1.00 per gross square foot (net addition) and go into a special purpose account called the affordable child care fund. Reductions or eliminations in the facility also require a fee in lieu equal to the number of years since permit was issued x square footage reduced or eliminated x $100.

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[7] Telephone interview with Alderman Murphy.

The size of facility to be provided will have a minimum gross floor area of 500 square feet, or according to formula, whichever is greater. The formula is net additional gross square feet of office or hotel space x .01. If developer has one or more developments located within 1/2 mile of each other, a single facility may be located within one mile of these, provided it is within 1,000 feet of public transit or transportation will be provided by the developer.

While awaiting the rewriting of the ordinance, Alderman Murphy is working with the Planning Commissioner to amend zoning requirements so that large office, hotel and retail developers will be required to provide child care space in certain districts. Some large companies, like IBM, have already done this and the benefits in terms of lower absentee rates, etc. are being publicized.

Chicago, Illinois[8]

The Chicago Child Care Planning Ordinance requires developers of new office buildings to provide space for child care in or near the building, or pay a one-time fee into an Affordable Child Care Trust Fund. The ordinance applies to developments with total rentable floor areas of 150,000 square feet or more.

Space for the facility must be a minimum of 2,500 square feet; 3,700 square feet if the development is 500,000 square feet but less than 1 million; and 5,500 square feet for buildings of 1 million square feet or more. The facility may be on-site, either singly or jointly with another development within 1/2 mile, or located singly or jointly within 1 mile of developments, provided there is reasonable access to suitable transit and parking.

Ten percent of child care "slots" must be reserved for low-income families, subsidized by the Trust Fund. The facility must be operated for the life of the project as a non-profit centre without charges for rent, utilities, taxes, services or repairs of any kind. Amount of space may be reduced at a later date for a fee, and following a public hearing. Fee in lieu of providing the facility is $2.00 per net rentable square footage added or rehabilitated. The developer may also combine an in-lieu fee and construction according to a formula.

Twenty-five percent of the Trust Fund is for subsidizing the cost of providing child care to low-income families and seventy-five percent of the Fund is for increasing the supply of facilities for low and moderate income families.

State of California

Over the past decade, Californian municipalities have been more active than most in introducing a broad range of development charges designed to have new developments pay the cost of funding the community services that can be associated with the development.

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[8] Telephone interview with Andrea Holliday of Alderman O'Connor's office.

Many Californian municipalities were forced to develop new sources of revenue as they were having difficulty receiving approval for local bond issues. The well publicized tax revolt culminating in approval of Proposition 13 and similar propositions limited tax increases and municipal revenue sources. Rapidly growing communities were hit hardest by these initiatives.

The result has been that California has become the leading jurisdiction in North America for creating legislation and procedures to link the cost of provision of community services directly to new real estate development. Development charges legislation has been developed to cover costs associated with all forms of development - commercial, retail, industrial and residential.

Both large and small communities in California have drafted linkage or development charge ordinances to require developers to contribute towards the cost of new services. San Francisco, Los Angeles, Concord, Contra Costa County, San Ramon, Danville, Fremont and Sacramento are just a few of the communities that have passed special ordinances. The range of new services funded by development charges includes assisted housing, all types of day care, cultural spaces, public art and community and recreation facilities.

California linkage ordinances may require developers to dedicate space for a particulary service, activity or use or the developer may be required to pay an in-lieu fee to provide the services deemed necessary or to mitigate the impact of the new development. In some cases, development charges have been utilized to provide operating funds or endowments to help pay the ongoing costs of delivering a particular service (most frequently to supplement funding for day care services).

In California, linkage ordinances have been used most frequently for the provision of affordable housing and day care services. As this report is concerned with the provision of community services, discussion will focus on the various options utilized to determine day care service needs. Basically three quite different approaches to needs assessments have been utilized in California[9]:

1. <u>The Simple Rule Approach</u>

   This model was pioneered by the San Francisco ordinance adopted in 1985 (amended in 1987) and has since been modified and incorporated in the ordinances of Concord, California. These ordinances do not provide any explicit justification for their calculations of child care needs or the impact of specific types of development.

   San Francisco's ordinance requires that office and hotel developments of 50,000 or

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[9] Cleveland, Gordon, "Calculating The Impact of New Residential and Non-Residential Developments on Municipal Requirements For Child Care Services", A Report Prepared For The City of Vancouver.

more gross square feet must provide a child care facility. The developer must provide the space free of rent, property taxes, repairs, building services, utilities or other charges. All facilities are operated by licensed, non-profit child care agencies. Developers not wishing to provide space on site have the option of paying a development charge or "in-lieu fee" instead.

San Francisco has established a very simple rule or formula to calculated day care requirements: the size of the child care facility must be either 1% of the gross floor area of the development, or 2,000 square feet, whichever is larger. Or the payment in-lieu is $1.00 per square foot of development. All payments in-lieu are held in an Affordable Child Care Fund. The fund is used either to provide additional child care facilities or sometimes to subsidize existing facilities to increase the spaces held for low income families.

This formula is to be revised every five years. There is no specific calculation to determine precisely the additional need for day care spaces created by the development or to determine the direct costs required to meet the need.

Concord, California adopted a similar simple rule ordinance in 1985. Almost all non-residential developments, except for buildings costing less than $40,000, must pay a fee of 0.5% of the total building value to a child care fund. Exemptions are provided for projects that demonstrate that they will require no child care services; and the required fee can be adjusted if the project provides care facilities on site, or some type of child care benefit program.

2. <u>The Figure-it-out-yourself Approach</u>

Contra Costa County, California demands that developers prepare their own child care impact plans for new commercial and residential developments. The developer is required to prepare an assessment of the additional child care requirements created by the proposed development and to prepare a plan to meet these needs, either through existing facilities or through new services on site or off site. The Contra Costa ordinance applies to non-residential projects with a floor area in excess of 15,000 square feet or which will have 100 or more employees and to residential projects with more than 30 units.

The county does suggest a rather complex formula to calculate child care needs of residential developments and an assessment process that can be used to determine needs in non-residential projects. The developer can use these guidelines or choose to conduct their own needs assessment using a different methodology; however, if a different approach is used, they must carefully justify the procedures and methodology that they do use to assess child care needs.

3. <u>The Carefully Justified Model</u>

Recent lawsuits challenging the validity of development charges have forced

legislators to be more precise in justifying and calculating child care requirements. Also, new State legislation (AB 1600, Chapter 927, California Statutes of 1987) requires that impact fees be more carefully justified. Ordinances must be clear on several points:

* the use to which the fee will be put;

* the use of the fee for each different type of development must be clarified; and

* the amount of the fee charged must relate to the cost of the facility or programs required to meet the needs generated by the specific development.

The result has been that recent ordinances that impose development levies for child care are much more specific in their calculations. Newer legislation contains quite specific formulas for calculating need and costs according to the type of developments. Most of the new formulas have become extremely complex and have been developed after extensive study but generally three different factors must be assessed:

* calculation of the additional number of children expected for each specific form of development - residential, commercial, industrial or retail, etc. For example, **Danville, California** calculates that single family residential generates .61 children per unit, while multi-family residential generates only .21 children per unit. **San Ramon** has a detailed schedule for estimating the number of children generated by different forms of non-residential development: by calculating the number of employees expected for each type of use, for example, a employee per 260 square feet of office use, and then calculating the expected number of pre-school and school age children expected per employee.

* calculation of the percentage of these children that will require child care services. Sometimes the calculations assesses need of different age levels, pre-school or school age children.

* calculation of the cost per child (usually only the capital costs) of providing the required child care service.

These three factors are then multiplied together to provide a precise levy or fee required of new developments. The fee is normally stated as a charge per square foot of new development or a charge per unit of new housing. Calculations frequently become quite complex, but the end result is a fairly sophisticated and accurate estimate of additional child care needs related to new development.

APPENDIX N

CITY OF WINNIPEG
INDICATORS OF SOCIAL PROBLEMS AND NEEDS

Child Welfare: The principal indicator of child welfare needs for the study was the total number of active child neglect cases seen by the Children's Aid Societies and the number of active child protection cases handled by the Provincial Community Services Branch over a one year period.

Income Maintenance: Both city and provincial welfare caseloads were sampled and the location of their clients coded by census tract.

Education: The number of children with attendance problems and the total number of in-and-out transfers was collected for all schools within city boundaries.

High Need/High Risk Households: These have been identified as: young one-parent household with dependent children and the elderly household; families of low income and irregular or no employment; and native households.

Summary: In comparing incidents of the above noted indicators by census tract, it was demonstrated that the core area of the City of Winnipeg contains the highest concentrations of each high need household.

AVAILABILITY OF NEIGHBOURHOOD RESOURCES

Day Care Centres (An Example)

To get a sense of the overall magnitude of the need for day care services of some kind, the Council determined the number of family households with children aged 0-12 years in which all adults (18+) in the household were employed by census tract. These households, it was felt, would require some kind of day care assistance.

Trends regarding rate of increase of these groups may assist planners in predicting where day care will be most needed in future. The analysis also took into consideration that there are a number of adults who work shifts or only part-time. These families, mostly likely would not require day care services from outside the home. Further, it was taken into account that relatives and neighbours may provide day care services for some families.

Other Indicators Examined

- o available number of day care spaces available per census tract;
- o percentage capacity day care centres are operating at;

- o percentage of day care centres which have enrolments exceeding the capacity of these centres;
- o number of children on waiting lists;
- o other factors which may effect the need for day care centres:
  - more immigrant families using centres
  - more two-parent families using centres
  - more women in labour force
  - more need by parents for "parenting" supports,
  - more younger, single mothers keeping their children
  - more one-parent households

The final phase of the needs assessment conducted by the Social Council of Winnipeg involves summarizing the social character of Winnipeg neighbourhoods. This detailed examination will provide planners with a sense of how social needs, high-need households and key neighbourhood resources are distributed across the city. The summary of the social character of neighbourhoods were conducted using factor analysis.

The Council describes this method of needs assessments as follows.

> Basically, what a factor analysis does is group together those characteristics which are highly correlated with one another into a common, underlying factor and separate those characteristics not correlated with it into separate factors... [T]he seven factors taken together provide the social profile of each area... [T]hese seven factors should provide the urban planner and policy-maker with a feeling for the needs of each neighbourhood... They are not meant to replace the more detailed picture provided by the individual characteristics comprising each of the factors; rather, they provide summary profiles of Winnipeg's neighbourhoods.[1]

The factor analysis conducted by the Social Planning Council produced the following major types of neighbourhoods in Winnipeg:

Factor 1:	One-Parent Families with Young Children at Risk and Elderly Renter Neighbourhoods
Factor 2:	Young, Mobile Renter Neighbourhoods
Factor 3:	Middle-Aged, Two-Parent, Owner Neighbourhoods

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[1] Social Planning Council of Winnipeg, An Analysis of Social Problems, Needs and Trends for Winnipeg, May 1980. pp. 74-75.

Factor 4: City Welfare and Crime Neighbourhoods

Factor 5: Elderly Neighbourhoods

Factor 6: All Adults in Families With Small Children Employed

Factor 7: Low Income and Unemployment Neighbourhoods

Factors 1, 4 and 7 describe those neighbourhoods with the highest incidence of social problems and needs.

Factors 2, 3 and 5 describe neighbourhoods in terms of the household's stage in its life cycle.

Factor 6 represents in large measure simply the reverse image of neighbourhoods provided by factor 7.

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